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ABSTRACT

Based on a study of roles, organizational relationships, services and funding of the Dane County Library Service, the Madison Public Library, and the South Central Library System, this report establishes recommendations for the three library agencies as developed by a joint planning committee. The background, composition, methodology, and activities of the committee are presented, and nine organizational options are considered. Based on the recommendation that the Dane County Library Service and Madison Public Library be merged, with appropriate changes in the roles, services, and funding of the library agencies in the South Central Library System, the legal authorization and the board structure of the merged library are discussed, as well as internal organization and staff relationships, funding of library facilities, and community library participation in the combined library unit. A final section considers implementation of the recommendations. Appendices comprise a 1981 statistical overview and 1982 budget for the South Central Library System, a comparison of 1982 library mill rates and a survey of non-resident circulation for Dane County Library Services, a model for public library funding in Dane County, copies of a relevant local resolution and Wisconsin statutes, and a map showing the location of Dane County Public Libraries. (ESR)

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A STUDY OF THE ROLES, RELATIONSHIPS, SERVICES AND FUNDING OF THE LIBRARY AGENCIES IN THE SOUTH CENTRAL LIBRARY SYSTEM WITH EMPHASIS ON DANE COUNTY

The Final Report of the Joint Library Services Planning Committee of the Library Boards of the Dane County Library Service, the Madison Public Library, and the South Central Library System

May 27, 1982

MADISON, WISCONSIN

IR010372

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1. EXECUTIVE SUMMARY AND RECOMMENDATIONS

1.1 Introduction

The Joint Library Services Planning Committee of the Library Boards of the Dane County Library Service, the Madison Public Library, and the South Central Library System was established to examine the roles, relationships, services and funding of the three agencies. The major objectives of the study are to clarify the roles of the respective library agencies, to develop the most effective organizational framework possible for the delivery of library services, and to recommend an equitable method for funding those services.

It is not the major purpose of this study to reduce the costs of library services. It is not anticipated that there will be major cost savings in the short run if the recommendations of this study are implemented. It is anticipated that better service can be provided with the same dollars, and that there will be a reduction in cost increases in the long run.

1.2 Dane County Library Service, Madison Public Library Merger Recommended

In its explorations of possible improvements which could be made in the current relationships between the existing library agencies the Committee and Subcommittee examined nine organizational options at length. These options are described in Section 5 of this report. After careful consideration, the Committee finds that the option which offers the greatest prospect for implementation and improvement of the current situations is the Dane County Library Service, Madison Public Library Open Door Merger Option. It is recommended that this option be implemented.

The Open Door Merger Option would only involve the merger of the Madison Public Library and the Dane County Library Service initially. This option would, however, provide a mechanism for other communities with libraries to join in the merger on a voluntary basis at a later time if they wished to do so.

A merger between the Dane County Library Service and the Madison Library would eliminate much of the confusion which currently exists relating to the roles of the respective library agencies and would establish a strong base for providing good library service to all the residents of Dane County.

In many respects the two agencies already operate as though they are merged. In addition to sharing joint facilities, the Madison Public Library processes all Dane County library materials, and there is a constant sharing of collections. The Madison Public Library plays a major role in serving Dane County residents and serves as the county resource library through its service agreements with Dane County.

In addition to sharing the same facility, these agencies operate similar services. Both operate bookmobiles, maintain book collections, provide inter-library loan service, and provide services to special users. While they do not serve the same clientele, it is obvious that better coordination and utilization of staff, collections, facilities, and equipment can be achieved through a merger.

The committee considered carfully and rejected the option (see Section 5.2) which would involve the withdrawal of Dane County from the South Central Library System and the formation of a new single county system. This option would not only be difficult, if not impossible, to accomplish legally, but would not result in any significant benefit to Dane County. With a shift in system's role to serve libraries as opposed to providing direct service to patrons (see Section 4.2, item 1.) and with the system's commitment to return to Dane County its fair share of system services (see Sections 4.6, item 6. and 7.3 and Appendix B), there is no need to resort to this solution. The committee has also recommended a division of services (see Section 6) between the system and the combined library unit which would eliminate most duplication. Although there might be some savings in administrative costs, these would not be of significant scope to justify such a change. The South Central Library System is mandated by state law to provide certain services, and a single county system would still be required to provide them. There is a strong case that these services can be provided more effectively on a multi-county basis.

The committee also considered and rejected the option (see Section 5.5) which would eliminate the Dane County Library Service so that the South Central Library System could assume its services and functions. This option would diminish the County's role in providing library service, and would greatly diminish the possibility of dealing with the tax inequity issue in relation to libraries. This option provides less potential for cost savings and improved service delivery than the option recommended.

1.3 Roles of the Library Agencies Recommended

The committee recommends the adoption of Section 4 of this report as the basis for defining the roles of the respective levels of library services.

1.4 Services of the Library Agencies Recommended

The committee recommends the adoption of Section 6 of this report as the basis for the delivery of library services by the respective library agencies.

1.5 Funding of the Library Agencies Recommended

The committee recommends the adoption of Section 7 of this report as the basis for the funding of the respective library agencies particularly those in Dane County.

1.6 Legal Authorization and Board Structure Recommended

The committee recommends that the combined library unit be established under the provisions of Section 43.56, Joint Library Boards, of the Wisconsin Statutes; that the library board represent the entire county; and that membership on the board reflect representation from Madison and the area within the combined service area outside of Madison. It is recommended that the joint library board be affiliated with Dane County for the purpose of personnel and administrative matters. Dane County is the larger unit of government, and would be the primary taxing authority. (See Section 8).

1.7 Internal Organization and Staff Relationships Recommended

The committee recommends the establishment of two major divisions within the combined library unit. The current head of the Dane County Library Service would have the opportunity to be head of one of these major divisions, and the Assistant Director of the Madison Public Library would have the opportunity to be head of the other. The committee further recommends that no library staff members be eliminated as a result of the merger, but that staff responsibilities be changed to effectively implement the recommendations of this study. The committee recommends that current staff not lose benefits or seniority rights as a result of the merger. (See Section 9).

1.8 Treatment of Library Facilities Recommended

The committee recommends that the county assume responsibility for providing and maintaining all library facilities within the direct service area of the combined library unit and that communities with libraries outside the combined library unit be responsible for providing and maintaining those facilities. (See Section 10).

1.9 Basis of Community Library Participation Recommended

The committee recommends that each existing community library have the option of participating with the combined library unit on either a federated or a consolidated basis, and that initially libraries participate on a federated basis. (See Section 11).

1.10 Plan of Implementation Recommended

It is recommended that the basic structural, fiscal and legal steps necessary to implement the combined library unit (merger) be completed by January 1, 1983 and that further steps necessary for full implementation of joint services be undertaken as quickly as possible thereafter. Full implementation should be completed no later than January 1, 1984. It is recommended that as soon as the city and county governing bodies approve the concept of a combined library unit that a Joint Library Implementation Committee be appointed to work out final details of the merger. Because of the retirement of the Director of the Madison Public Library, a national search is underway for the person to fill this position. It is recommended that the Dane County Library Board be involved in this search and that the person selected serve as Director of the combined library unit. (See Section 12).

2. BACKGROUND AND COMPOSITION OF THE COMMITTEE

2.1 Background - Description

The South Central Library System is a four-county public library system composed of Columbia, Dane, Green, and Sauk Counties. It is governed by a 20 member library board. There are 40 participating member libraries, with a total of 50 library outlets, serving a population of 440,248.

South Central Library System began services in 1975, when Dane and Sauk counties joined together to form a multi-county public library system under the provisions of Chapter 43 of the Wisconsin Statutes. Green County joined in 1978, and Columbia County joined in 1980. Madison Public Library serves as the headquarters and the system resource library and provides quarters for the system administrative office and the system delivery service.

The Dane County Library Service began operation in 1966. It was established to provide access for every citizen of Dane County to good library service. This service was built upon the base of the municipal libraries which already existed throughout the county. In addition to the Madison Public Library and the Dane County Library Service there are 16 independent city and village libraries within Dane County. Each of these is established under Chapter 43 and has a library board.

2.2 Background - Problem

Since the beginning of the South Central Library System there has been a lack of understanding between the system and the Dane County Library Service in regard to roles and services. A major study by a library consultant in 1976 recommended that the county library services in both Sauk and Dane Counties be merged with the South Central Library System. The library service in Sauk County did merge, but this recommendation was not implemented by Dane County.

A position has been advanced that Dane County should withdraw from the South Central Library System and form its own public library system. This position is based on the belief that Dane County is not getting its fair share of the state aid dollars administered by the South Central Library System.

Because the Dane County Library Service and the South Central Library System have historically engaged in certain similar activities and service, there is a perception that unnecessary duplication exists between the two agencies.

Municipal libraries within Dane County are reimbursed by the county for providing service to residents in Dane County living outside the municipality in question. Municipalities with libraries are able to exempt themselves from the county library tax for library service. A recent study of municipal and county services within Dane County identified library service as an area where major tax inequity exists.

In order to address some of these problems, the Dane County Board of Supervisors adopted Resolution 429, 1980-81, which says in part that, "the Boards of the South Central Library System, Dane County Library Service, and Madison Public Library, working in conjunction with other libraries, will make a joint recommendation to the County Board on the reorganization of the functions, relationships and financial roles of the three library agencies no later than the second County Board meeting in December, 1981." Based on a Preliminary Report, that date was extended to the second County Board meeting in June, 1982.

2.2 Composition of the Committee

As a result of the Board of Supervisors' resolution, a Joint Library Services Planning Committee was established by the three library boards.

The Dane County Library Board appointed two representatives to the Joint Planning Committee, Elizabeth Bohmrich (also serves on the South Central Library Board) and Joan Pekowsky; the Madison Public Library Board appointed two representatives to the Committee, Barbara Karlen and Ripley Sims; and the South Central Library System Board appointed four representatives to the Committee, Bob Fox (also serves on the Dane County Library Board), Dan Schmiechen (also serves on the Madison Public Library Board), Robert Wright (Columbia County), and Lucille Thompson (Sauk County). At its first meeting Robert Wright was elected Chair of the Committee. Because of the expiration of her term on the Dane County Library Board, Elizabeth Bohmrich became a representative of the South Central Library Board in March, and Bob Fox became a Dane County Library Board representative to the Committee. Joan Pekowsky also became a member of the South Central Library System Board in January, 1982 .

An Administrators' Subcommittee was also established to work in conjunction with the Joint Planning Committee. This Subcommittee was composed of Julie Chase, Director of the Middleton Public Library; Peter Hamon, Administrator of the South Central Library System; Don Lamb; Coordinator of the Dane County Library Service; and Bernard Schwab, Director of the Madison Public Library. Larry Nix, Public Library Consultant with the Wisconsin Department of Public Instruction, was asked to serve as convenor and facilitator of the Administrators' Subcommittee. Because of a heart attack in January, Bernard Schwab was replaced on the Subcommittee by Irene Stoller, Assistant Director of the Madison Public Library.

3. METHODOLOGY AND ACTIVITIES

The Joint Planning Committee has utilized a planning process approach to its investigation of the functions, relationships and financial roles of the three agencies involved. A decision was made to not utilize an outside consulting firm but to rely heavily on the expertise of the Administrators' Subcommittee. The basic methodology has involved intensive analysis utilizing consensus building techniques by the Administrators' Subcommittee; review and adjustment by the Joint Planning Committee; opportunity for input by the system library community; and additional review and acceptance by the Joint Planning Committee and the respective library boards.

Each library board has reviewed and acted on both a preliminary and interim report. The final report will be transmitted to the appropriate governing bodies after review and approval by the respective library boards.

The Joint Planning Committee in trying to arrive at the scope of its investigation identified over a hundred potential issues/questions with which it could deal in the study. Because the number of issues was so large, it was determined that it would be impossible to address them fully in the time available. A decision was made to give greater attention to

those issues with immediate impact on the joint situation of the agencies involved and to deal with the other issues by outlining the direction for future study and/or development.

Although the initial impetus for the study was a concern on the part of Dane County government, it was also evident that the study had implications for other counties in the South Central Library System. The other counties were considered where appropriate in the course of the study.

The collection of the data and information necessary for dealing with the issues/questions was a step in the process. It was decided that heavy emphasis would be on the use of existing information, and that the only new information which would be gathered would be that which was unavailable from any other source.

Over thirty-five existing documents of importance to the study were gathered for use by the committee. The major effort to obtain new information was a survey of the non-resident borrowing of library materials from all South Central Library System member libraries. This survey was carried out in conjunction with the Dane County Systems and Data Processing, and it has provided basic information on the use of community libraries by the residents of other communities. Additional information was obtained based on need as the study proceeded.

It was determined early that a critical step in the planning process was an examination of the roles each of the library agencies should play in relation to each other. For this reason the roles of the agencies were explored before specific functional/service areas were considered. The Administrators' Subcommittee identified and ranked the role elements which were most appropriate to each level of library service. Final role statements were developed from these role elements and are found in Section 4.

The next step in the process was a preliminary analysis of possible organizational options for the library agencies within Dane County. It was decided that it was important to get a "feeling" of what might be possible in regard to structural/organizational patterns for the library agencies. Basically this step involved identifying potential options, listing those forces working in favor of a particular option and those working against the option, and a joint ranking of the options in regard to desirability and feasibility.

After identifying the most desirable options, further analysis was made in relation to the services provided by the respective library agencies. The Administrators' Subcommittee determined the best method of delivering services under each of the options. This aspect of the planning process was based on consensus which was arrived at in most instances. Where consensus could not be arrived at, this was documented, and the group moved on.

After this stage of the planning process the Subcommittee felt comfortable in making a consensus decision to eliminate all options except those relating to a merger of some kind between the Dane County Library Service and the Madison Public Library. The Joint Planning Committee subsequently endorsed this decision, and a first draft of an Interim Report was approved.

The first draft of the Interim Report of the Committee titled A Study of the Roles, Relationships, Services and Funding of the Library Agencies in the South Central Library System with Emphasis on Dane County was widely distributed following the Committee's approval of the report on February 24, 1982. The report was given to the librarians of all community libraries in the South Central Library System; to the library boards of the South Central Library System, the Dane County Library Service, and the Madison Public Library; to the Madison City Council; and to the Dane County Board of Supervisors. In addition, the report was made available to the staffs of the South Central Library System, the Dane County Library Service, and the Madison Public Library. An invitation was extended to respond to the report with written comments.

Following the distribution of the report a series of meetings was held in which librarians and library board members were given an opportunity to discuss the report and provide suggestions for changes. These meetings were as follows:

Dane County Librarians, March 1, 1982
South Central Library System Advisory Committee, March 2, 1982
Madison Public Library Staff, March 2 & 4, 1982
South Central Library System Board, March 8, 1982
Dane County Library Service Board, March 15, 1982
Madison Public Library Board, March 19, 1982

All three library boards adopted positive resolutions in regard to the report. There were suggestions for specific changes in the report which were incorporated into the Interim Report.

Through the meetings with library board members and library staff and through the written comments, the following concerns were identified in regard to the report:

1) Most librarians of the community libraries within Dane County expressed reservations about the feasibility of the participation of their libraries in the Expanded Merger or Consolidated Options.

2) Some librarians of the community libraries expressed a concern that the quality of service now being received from the Dane County Library Service might decline under any of the three options.

3) A concern was expressed by several library board and staff members, that a merger would not provide sufficient cost savings in the eyes of government officials to justify such a significant change.

4) There was concern that the merger might result in a reduced level of service to the residents of the City of Madison.

5) A concern was expressed that a merger would result in job loss among present library staff.

6) A concern was expressed that the compensation and benefits of current employes might be adversely affected by a merger.

7) Library staff members expressed concern about the nature and benefit of merging specific services, such as interlibrary loan and bookmobile service.

The Administrators' Subcommittee considered these concerns and developed a response and recommendation to each concern. These recommendations along with others relating to legal authorization, board structure, and funding were incorporated into a memorandum to the Joint Library Services Planning Committee dated April 7, 1982. This Memorandum was considered a step beyond the Interim Report leading to the Final Report. It was again widely distributed.

The Joint Library Services Planning Committee approved the Interim Report with revisions on April 5, 1982, and considered the first draft of the April 7, memorandum. The South Central Library System Board, the Dane County Library Board, and the Madison Library Board were all briefed on the April 7 memorandum at their April meetings.

There was an additional meeting with the Dane County Librarians on April 21, primarily to discuss the funding recommendations in the report.

On May 5, 1982, the Joint Library Services Planning Committee approved the First Draft of the Final Report which was then widely distributed for comment and reaction. All three library boards approved or endorsed the report with some changes. All of these changes are included in this report.

4. ROLES OF THE LIBRARY AGENCIES

Determining the roles of the respective library agencies was a major factor in arriving at the most appropriate organizational structure and service delivery package. This was the framework for other decisions.

4.1 General Concepts Relating to County Library Service and Public Library System Development in Wisconsin

1. The support of adequate public library service is a joint responsibility of local, county, and state governments.

2. The county plays a central role in the provision, coordination, and funding of public libraries. The county is expected to ensure that all county residents have access to basic public library services. Historical and demographic differences mean this has been done in different ways in various counties. Planning for library service on a countywide basis is a basic component in the development of public library systems.

3. Basic responsibility for providing municipal library services, and financial support for these services, belongs to municipalities operating public libraries. In public library systems municipal libraries retain their autonomy unless they voluntarily relinquish it in order to establish larger units of service.

4. State aid to public library systems is intended to be used for coordination, supplementation and experimentation beyond what can be done with local and county funds.

5. The Statutes establish certain requirements for all library systems. Systems are then allowed to plan and develop specific programs which best meet their individual needs within statutory limits.

4.2 Basic Principles Guiding the South Central Library Systems' Relationship with its Member Counties and Member Libraries

1. South Central Library System exists primarily to provide services to and through its member libraries rather than directly to patrons. An exception to this principle may occur when an existing library agency cannot or will not deliver a needed direct service, or when the system can provide the service in a substantially more effective manner.

2. All counties and member libraries of SCLS must have clear opportunities for input into system direction, management, and service priorities.

3. The services of SCLS must be built upon the base of services which existed in each county prior to the establishment of the system, and system funds must in no way replace local efforts. This principle does not preclude the merging of services or the shifting of the administrative responsibility for services to the system provided local funding levels are not reduced.

4. System funds and programs are not intended to impede local library growth and development. Instead, system funded services which increase in magnitude from year to year, or whose worth is recognized after due experimentation, should become locally funded. System funds are thus released to break new ground.

5. A major purpose of the system is to improve services to all citizens through their various libraries. The system will seek to deliver materials and services which are of direct benefit to each library regardless of developmental stage.

6. It is the intent of the system to return to each individual county its share of state aid to public libraries as generated by the state aid distribution formula. The method of returning the aid is through a package of service programs designed to meet the needs of individual counties and the system as a whole. It should be recognized that there is a benefit to resource sharing which is greater than any individual share of the actual dollars made available through state aid.

7. Because of the diversity in the size of the counties and differential levels of library development, it is possible, and in some instances desirable, for the system to have different structural relationships with different counties within the system. To the extent feasible, each county should have the primary responsibility for determining the general nature of that relationship. This flexibility allows for the system to respond to individual county needs and desires and provides for greater planning for library services at the county level.

4.3 Basic Objectives in a Plan for Library Service in Dane County

In March, 1965, the Dane County Library Study Committee outlined some goals and objectives for a county library service plan. These remain legitimate and appropriate for any countywide library service.

1. Provide every county resident with access to library service at any public library in Dane County.

2. Assist and help improve local libraries in Dane County so that they are better able to provide good library service to non-resident and resident alike.

3. Provide direct library service to rural areas not adequately served by other libraries.

4. Arrange for financing and administration of these programs in a fair and efficient manner.

4.4 The Role of the Community Level Library

The community library serves as the primary entry point for the citizen to the library resources of the community, county, system, state, and the nation. Each community library provides a variety of free library services as defined by a local board of trustees. These services include informational services, the lending of library materials for home use, a variety of library programs, leisure time activities, and services to groups with special needs. The community library houses a collection of materials which supports these services. Services and materials are reflective of the individual community's need for library services, and support community activities and education programs. The community library functions as a primary component of county, system and state

plans for library services. It provides services to users in a secondary service area as well as to its own community. It provides lateral and vertical access to area library resources and services and shares both material and human resources with other libraries. The community library may act as a developmental agency by experimenting with outside money and continuing successful experiments with local funds. The community library administers locally raised tax funds.

4.5 The Role of the County Level Library Service

The county level library service may function in the same capacity as a community library. It provides direct library service to otherwise unserved residents of the county. The county library service assures countywide access to all public library services through equitable tax assessment, and collects and distributes county library funds. It provides reimbursement to community libraries for service to non-residents. The county library service promotes equalization of library services within the county and functions as the primary planning agency for library service development within the county. It acts as a resource library and provides selected support services to community libraries in coordination with the system. The county library service is a component of the system and acts as a lateral and vertical linking agency for library resources on behalf of the community libraries in the county.

4.6 The Role of the System Resource Library

The system resource library on one level functions in the same capacity as a community library. It can also serve as a county level library resource and service. The system resource library serves as a backup resource for other community and county libraries within the system as well as for citizens. It provides services which, by reason of specialization, economy of scale, experimental nature, expense, or resource pool concept are not feasible in small localities. The system resource library provides selected services to libraries under contract with the county, the system, and/or the state. It acts as the primary linking agency with resources outside the system area in coordination with the system, and it is accessible on a statewide basis to libraries outside the system area. The system resource library exercises a major leadership role within the system area and beyond it. It provides the headquarters facility for the county and the system.

4.7 The Role of System Level Library Service

The public library system does whatever no other library agency in the system can do to promote or provide library services. It administers and distributes state aid funds to improve services of community, county, and resource libraries. The system engages in planning for library services within the system and coordinates sharing and development of library resources. It promotes equalization of library services within the system area and acts as a developmental agency within the system area by providing funds and expertise for library experimentation. The system provides support services to community, county, and/or system resource libraries including consultant services. It contracts with

community, county, and resource libraries to provide system services, and with agencies outside the system area to purchase, exchange, or extend services. The system operates selected services under contract with community, county, and/or resource libraries. It is responsible for engaging in multitype library activities within the system area. The system serves as a primary component of the statewide library network and acts in coordination with the system resource library as a primary linkage with library resources beyond the system area.

4.8 The Role of the Combined Library Unit

The role of the combined library unit created by the merger of the Madison Public Library and the Dane County Library Service will be a combination of the roles of the county level library service and the system resource library and will include some elements of the role of the community level library. The library board and staff of the combined library unit with input from the community should continuously review and revise the role statement for the newly created entity. This role statement serves to create a framework within which specific goals and objectives for the combined library service can be developed. The development of these goals and objectives along with the priorities and strategies for implementation will be a responsibility of the new library board with input from staff and community.

4.9 State Level Planning

The roles of system level and county level library service is affected to some degree by planning for library service at the state level. Currently there are two major studies in this regard which may have implications for the South Central Library System area. The first is the Wisconsin Library Network Plan Project which has made recommendations for multi-type library cooperation at the area level. The second is the Wisconsin Public Library Development and Funding Study which is looking at the funding of public libraries and the effectiveness of public library systems. The library agencies in the South Central Library System should monitor those studies closely, and be prepared to make adjustments in roles where necessary.

4.10 Community and County Level Planning

Because of the nature of this study, emphasis has been placed on the roles of library agencies in relation to each other and especially within Dane County. The planning process which was used in this study should not be viewed as a substitute for the need for individual community libraries and individual counties to plan for library services. The American Library Association has recently published A Planning Process For Public Libraries which offers guidance in this regard. The staff of the South Central Library System should serve as facilitators and resource personnel for these planning efforts.

5. OPTIONS FOR ORGANIZATIONAL RELATIONSHIPS

A key to improving the current situation lies in developing an organizational pattern which is reflective of the roles of the library agencies as identified in Section 4 and which can be effective in delivering the services identified in Section 6. Both the Subcommittee and the Committee spent considerable time dealing with this aspect of the study because it is so critical.

Most of the options were subjected to two different kinds of analysis. First, using a force field method in which positive and negative factors were identified, and second, in relation to service delivery. After the first analysis the options were ranked in terms of desirability and feasibility. The following descriptions of the options incorporate those two methods of analysis.

5.1 Status Quo Option

This option would maintain the existing library agencies with their current roles, relationships and services. The status quo option ranked lower in desirability. It would not address the current problems which exist, including tax equity as identified in the County Board resolution. Because better solutions are available, the Committee rejected further consideration of this option.

5.2 Single County Option

This option would involve the withdrawal of Dane County from the South Central Library System and the formation of a new single county system. This option ranked extremely low in both feasibility and desirability. It would be almost impossible to accomplish legally, and the financial concerns which gave rise to this option will be resolved in other ways. Further consideration of this option was rejected by the Committee.

5.3 DCLS, Community Libraries Merger Option.

This option would involve merging the Dane County Library Service and the community libraries to form a "suburban" county library. This option ranked in the middle in desirability and low in feasibility. It would require the development of a larger administrative and support structure for the Dane County Library Service. The number of administrative agencies would also remain the same. Further consideration of this option was rejected by the Committee.

5.4 MPL, Metropolitan Communities Merger

This option would involve merging the City of Madison and adjacent municipalities in the metropolitan area into one library district. It would exclude the rest of the county. The advantage to this option would be to include the area of the county which makes the greatest use of the Madison Public Library in one taxing district. The disadvantages of this option are that there is no legal mechanism for implementing it, and this option would work against the concept of equalized library service throughout the county. The area of the county outside the metropolitan library district would probably receive a reduced level of library service. Further consideration of this option was rejected by the Committee.

5.5 DCLS, SCLS Merger Option

Under this option, the Dane County Library Service would be eliminated, and the South Central Library System would assume its services and functions. This option was recommended by a consultant in a study in 1976 (Stoffel Report), but was rejected by the Dane County Board of Supervisors. This option was one of the three least desirable options. It runs counter to the basic roles and responsibilities which the Committee has developed for the various levels of library service. These roles involve a greater responsibility for the county to plan and coordinate library service within the county and reduces responsibility for the library system to provide direct library service. This option would expand South Central's direct service role. In the analysis of the services of the respective agencies, it was evident that this organizational option would not deliver the services more effectively than other options considered. Further consideration of this option was rejected by the Committee.

5.6 Redefinition Option

The Redefinition Option involves maintaining the major existing library agencies in Dane County, but redefining their roles in such a manner that unnecessary duplication is avoided. In earlier analysis, this option ranked high in both feasibility and desirability. Of the options explored in relation to services, this one was the most difficult to deal with since it involved merging services while maintaining three separate agencies. It was evident that though this option appears simple on the surface, it would still involve considerable negotiation and reorganization of services and staff to implement. While many of the services would be handled in the same manner as under a merger, less control would be maintained by the agencies not directly performing the services. There is no guarantee that this option will provide a long-term solution to the problem. It is too close to the status quo. This option also does not deal directly with the tax equity issue. Further consideration of this option was rejected by the Committee.

5.7 Consolidated Library Option

This option would involve the merger of the Madison Public Library, the Dane County Library Service, and all or almost all of the other municipal libraries in Dane County. In previous analysis, this option rated highest in desirability and lowest in feasibility. The potential benefits of this option are greater than any of the other options analyzed in terms of the elimination of duplication and the equalization of funding and service levels. In order to successfully implement this option, however, it would be necessary to convince library boards and staffs that the loss of local autonomy would be outweighed by the benefits this alternative would provide. It would require a substantial commitment on the part of county and municipal governments to bring this about.

This option was one of three final options recommended for further analysis in the Interim Report. Because of strong reservations from the Dane County community libraries about the feasibility of implementing this option further consideration was rejected by the Committee.

5.8 Expanded Merger Option

This option would involve a merger of the Madison Public Library and the Dane County Library Service, and would also provide strong incentives to additional municipalities with libraries to join in the merger, especially those adjacent to Madison. This option could be viewed as a step toward consolidation. Greater benefits could be derived from this option than from merger of MPL and DCLS alone, primarily from the reduction in duplication of similar activities in municipalities with libraries. A problem with this option would be the working out of participation of adjacent communities and the funding level and mechanism required for their participation. This option was one of three final options recommended for further analysis in the Interim Report. Because of strong reservations from the Dane County community librarians about the feasibility of implementing this option further consideration was rejected by the Committee.

5.9 MPL, DCLS Open Door Merger Option

This option would involve only the merger of two agencies, the Madison Public Library and the Dane County Library Service. However, it would provide a mechanism for other communities with libraries to join on a voluntary basis at a later time if they wished to do so. Countywide library service would be coordinated by the combined library unit. This option is recommended for implementation. This option offers the greatest prospect for implementation and improvement of the current situation. It would eliminate much of the confusion which currently exists, and would establish a strong base for providing good library service to all residents of Dane County.

6. SERVICES OF THE LIBRARY AGENCIES

It is in the area of service delivery that the most visible duplication exists among the three agencies. It should be made clear that very little of this is unnecessary duplication. For example, the Madison Public Library bookmobile serves only Madison, the Dane County bookmobile serves only the area outside of Madison in Dane County, and the South Central Library System bookmobile serves only the area outside of Dane County. The duplication exists in the similarity of the tasks rather than in the geographic area served. The benefits to merging the services rests in more effective use of supervisory and staff time, better coordination of service, more effective use of collection resources, and better use of facilities and equipment. Merging some services has more pronounced benefits than others. The merger of bookmobile service may have the greatest potential benefits.

This section deals primarily with those services for which the South Central Library System is responsible, or which overlap two or more of the library agencies. The recommendations listed here would resolve most of the service conflicts between the agencies. The recommendations listed here do not need to be implemented at the same time as the merger. Active planning should begin immediately to work out the details and specifics of implementation. A goal of January 1, 1984, should be established for full implementation.

The combined library unit will be responsible for providing direct library service to a population of approximately 254,000 and indirect service to the entire population of Dane County. While the service priorities for the new combined library unit may be different from those of existing agencies, it is not the intent of this study to propose a plan for library service which would increase the level of library service for one group of county residents at the expense of another. It is fully expected that the merger will mean better service in the long run for all residents, wherever they live, than they would receive under the current organizational pattern.

It should be recognized that the following recommendations for service delivery are recommendations only. Implementation of specific service changes will require the approval of the joint library board when it is appointed and the South Central Library System Board where it is involved. Service recommendations represent the best judgment of the Administrators Subcommittee and the Joint Planning Committee at the time of this report.

6.1 Inter-library Loan

The inter-library loan operations of the Dane County Library Service and the Madison Public Library would be combined into a single operation. The South Central Library system would contract with the combined library unit for system level inter-library loan service.

6.2 Bookmobile Service

The bookmobile services of the Dane County Library Service, the Madison Public Library, and the South Central Library System could be combined into a single operation. Under this alternative the South Central Library System would contract with the combined library unit for bookmobile service in behalf of Sauk, Green, and Columbia Counties. Other possible alternatives are also being investigated.

6.3 Delivery Service

The South Central Library System would operate the delivery service for the combined library unit on a shared cost basis. This would involve a transfer of the administration of the Dane County delivery service to the South Central Library System.

6.4 Public Information

The South Central Library System currently assists local libraries in providing the public with information in regard to library services through publications, brochures, news releases, and other promotional activities. The system would continue to be responsible for public information in conjunction with local libraries. This could include expansion of the service, contracting for parts of the service, and possible shared costs for additional services.

6.5 Consulting Services

The South Central Library System currently either provides or contracts with the Madison Public Library to provide consulting and technical assistance to libraries in regard to administrative problems, adult and children's services, and building. The South Central Library System would continue to provide these services or contract for them, and serve as a clearinghouse for consulting and technical assistance.

6.6 Continuing Education

The South Central Library System would be responsible for planning, coordinating, providing, and underwriting the continuing education for library staffs which is beyond the basic levels of responsibility of each individual library.

6.7 Audiovisual Services

The combined library unit would, on a shared cost basis with the South Central Library System, provide audiovisual services to all system libraries except for the most basic and widely used audiovisual items.

6.8 Special Collections and Materials

The combined library unit would administer the collections under contract with the South Central Library System on a shared cost basis. Exact collections would be defined in the contract but could include best sellers and films.

6.9 Services to Special Users

The existing services to special users of Madison Public Library and the Dane County Library would be merged. The combined library unit would administer the collection of materials, volunteer services, homebound service, and outreach services to institutions.

The South Central Library System would provide delivery to institutions and provide staff time for systemwide coordination among counties. The system could contract with the combined library unit for other services.

County resource libraries would provide walk-in service to special users and serve as the channel to the combined library unit for support services.

Local libraries would provide walk-in service to special users and provide volunteers for homebound service.

6.10 Automated Library Services

The combined library unit would administer automated library services under contract with other libraries. The South Central Library System would share some responsibility and costs, especially those related to the interchange of resources between counties. South Central would share in development/experimental programs and would have a planning, coordinating, consulting role. It would also be possible for South Central to administer these services if this proved to be more feasible.

6.11 Multi-type Library Activities

The South Central Library System would have a basic responsibility for this area working cooperatively with other library agencies. Future directions would depend on state level developments in this area.

6.12 Technical Services

The combined library unit would provide centralized technical services to those libraries included in the combined unit and would explore the provision of these services to other system libraries on a contract basis. The South Central Library System would encourage participation of system libraries where feasible.

6.13 Resource Sharing

The South Central Library System would have a major responsibility for resource sharing among all libraries within the system area. The combined library unit and county libraries would have a major responsibility for resource sharing among all libraries within the county area. The local library would have a major responsibility for resource sharing within the community area.

7. FUNDING OF THE LIBRARY AGENCIES

Funding for public libraries in the State of Wisconsin comes from three principal sources: village and city government, county government, and state government. State aid accounts for only nine percent of the total. Thus local government plays the major role in funding public libraries, and it is on that level of funding that this study concentrates. While Dane County has received the greatest attention in the following analysis, other counties within the South Central Library System can also benefit.

7.1 Local and County Funding of Public Libraries in Dane County: The Problems

It should be pointed out that regardless of whether there is a merger of the Dane County Library Service and the Madison Public Library, funding will remain an issue which must be dealt with. A principal reason for the initiation of this study in the first place was the funding issue. There are several basic problems relating to funding public libraries within Dane County.

There is a inequity in the level of taxation for public library service by the municipalities within Dane County. This is demonstrated by the comparison of 1982 Dane County library mill rates found in Appendix C. The 1982 appropriation for public libraries by Dane County government is $908,120. This amount is levied on the area of the county outside of municipalities with libraries and results in a mill rate of .3352. The average mill rate for those municipalities with libraries, however, is .6473, and the rate for the City of Madison is .7107. While the level of taxes which county residents pay varies greatly, they all have open access to all the public libraries in the county. The extent of this

inequity is demonstrated most dramatically by the situation which exists between the City of Madison and adjacent municipalities. Many of the residents of these adjacent municipalities without libraries have as convenient access to the Madison Public Library as do some city residents, yet they pay less than half the tax.

There is also a basic inequity in the level of reimbursement which municipalities with libraries receive for providing library service to county residents outside the municipality. For 1982 a temporary formula for reimbursing libraries was established which was based on 20 percent of each library's budget for salaries and library materials. The exception to this was Madison which received 17 percent. Each library received the standard reimbursement regardless of the amount of service to non-residents.

In October, 1981, the Joint Library Services Planning Committee sponsored a major survey of non-resident circulation in the South Central Library System. While there were some minor problems as a result of the way in which individual libraries issue library cards to non-residents, the survey provided the best data ever obtained in regard to non-resident use. It clearly demonstrated that there was widespread use of libraries within each county by all county residents, regardless of geographic location. Even people from communities with local libraries made significant use of other libraries. The statistics also indicated that there was significant variation in the amount of service provided to non-residents by each library. This is documented for Dane County in Appendix D. The percentage of total circulation to non-residents within Dane County ranges from 12.92 percent to 44.98 percent. Even though this large variation exists in actual service to non-residents, the formula for reimbursement is based on a fixed percentage which applies to all libraries.

In 1982, all communities with libraries in Dane County were encouraged to take advantage of the legal provision, which allows a community which taxes itself for library service at the level of the county tax or greater, to exempt itself from the county tax. Although the use of this provision eliminates any possibility for double taxation, it also clearly puts the responsibility for paying the county library tax on those areas of the county outside of municipalities with libraries. Residents of communities with libraries do not pay a county library tax, yet they are able to use other libraries within the county including the Main Library of the Madison Public Library. The survey of non-residents (Appendix D) documented that this use of other libraries is significant. When this factor is taken into account, the percentage of total net circulation to non-residents ranges from -4.96 percent to 42.52 percent.

A significant portion of the funding for the Dane County Library Service goes to provide service to the individual community libraries. This service benefits both residents and non-residents. In a sense this service to libraries has been, and can be, looked on as additional reimbursement to libraries for serving non-residents. In order to be equitable, however, this benefit should be taken into account in determining a formula for reimbursement.

7.2 Local and County Funding of Public Libraries in Dane County: The Solution

The simplest solution to the various problems relating to the funding of public libraries in Dane County, would be to form a consolidated county library system and levy a uniform tax. Every resident would pay the same tax and have access to the same quality of library service. This solution, however, has been determined to be politically infeasible to implement. Short of this ideal, however, there are several principles which are basic to a recommended solution.

The county has a major responsibility for funding basic library service for its residents. The county either through a countywide levy, or a levy for part of the county, establishes the base tax for library service. Currently that amount is .3352. It must be significantly increased in order to reduce the current inequity.

Community libraries should be reimbursed on the basis of net lending, and pay their fair share of central services from which their residents benefit. These central services include those currently provided by the Dane County Library Service, as well as the reference services from Madison Public Library.

Each community is free to levy a supplementary tax, or a tax in excess of the county base tax in order to provide enhanced library service to its residents.

Any funding provision should be designed to be practical in implementation, and an inordinate amount of time should not be required for its administration.

The Joint Library Services Planning Committee recognizes that the final plan for providing funding for library service in Dane County is the responsibility of the respective governing bodies. However, the Committee recommends that for the initial year of operation, the amount of dollars made available for the operation of the combined library unit be at least at the level of the current budget of the Dane County Library Service and the Madison Public Library with adjustments for inflation. The Committee also submits three funding alternatives for consideration. These are listed in order of preference.

7.2.1 Alternative #1: (General County Appropriation)

A single county appropriation for countywide library services through the general county tax levy supplemented by other sources of general county revenue. No community could exempt itself from such a county tax. Communities with libraries which did not participate in the combined library unit, would receive funding through a formula. The combined library unit would receive the remaining funds. Each community with a library could levy a supplementary tax for enhanced library services, if they so desired.

The formula for funding community libraries participating on a federated basis would be based on: 1) the community's share (percentage) of the total equalized valuation with the same percentage applied against the total appropriation for library services; 2) from this amount would be subtracted the community's share of the cost for providing general countywide services from which all libraries benefit; and 3) added to this amount would be reimbursement for the net lending of library materials to non-residents.

See Appendix E for a model of this alternative.

7.2.2. Alternative #2: (Specific County Library Tax)

The county would levy a specific library tax for the area to be served by the merged library. All municipalities with libraries participating on a federated basis would levy a separate tax for library service, which would equal or exceed the county tax. They would then exempt themselves from the county tax. Municipalities within the merged library service area could levy a supplementary library tax for enhanced library services, if they so desired. Non-participating communities with libraries would be reimbursed for the net lending of library materials to non-residents adjusted by the library's share of the cost of general countywide services from which all libraries benefit.

7.2.3 Alternative #3: (Separate Library Taxes)

The county, the City of Madison, and other communities with libraries participating in the merged library, would each levy a separate library tax and turn it over to the Joint Library Board. The taxes would equal or exceed the county level. Communities with libraries not participating would also levy a separate library tax. All communities levying a separate tax in excess of the county level could exempt themselves from the county tax. The communities with libraries participating on a federated basis would be reimbursed for the net lending of library materials to non-residents, adjusted by the library's share of the cost of general countywide services from which all libraries benefit.

7.3 State Funding and the South Central Library System

The South Central Library System receives its funding primarily from the State through a formula which is described in Section 43.24 of the Wisconsin Statutes (see Appendix G). It also receives funding from individual counties for the provision of specific library services to them, most notably bookmobile service. Section 4.2, item 6 of this study points out the intent of the South Central Library System to return to each county its fair share of system funds through a package of service programs. In order to determine how well the system is currently fulfilling this intent, a detailed analysis of the system's budget was undertaken by sub-program and by county. The results are outlined in Appendix B. The analysis shows that Dane County's population constitutes 73 percent of the total of the four-county area, that its assessed valuation represents 70.32 percent of the total, and its share of the system budget is 70.82 percent. This analysis does not appear to substantiate

the claim that Dane County is being penalized greatly by the current situation. However, some adjustment may be justified, and it is specifically recommended that the subsidy currently being paid to assist Sauk County in receiving bookmobile service be phased out. If this approximately $13,000 was redirected in the form of services to Dane County, the situation would be improved substantially.

It should be noted that there are both financial and service benefits available to Dane County through participation in a multi-county, rather than a single county system. One of these benefits is increased state aid for based on bonus payments for multi-county, rather than single county systems. Another is the economy of scale obtained for services and investments. Finally, there is a clear benefit to be derived from sharing library resources within as large an area as possible.

8. LEGAL AUTHORIZATION AND BOARD STRUCTURE

Chapter 43 of the Wisconsin Statutes provides the legal basis for establishing public libraries and public library boards in Wisconsin (see Appendix G). There are several possibilities for the establishment of a new combined library unit. These include Section 43.52, Municipal Libraries; Section 43.56, Joint Library Boards; Section 43.57, County System of Libraries; Section 43.60, Library Extension and Interchange; and Section 66.30, Intergovernmental Cooperation.

After consideration of the possibilities, the Committee recommends Section 43.56, Joint Library Boards be utilized to establish the combined library unit. By reference, the duties of the library board are outlined in Section 43.58. The Joint Library Board provision allows for flexibility in the number and appointment of board members, and also allows for the specifics of a merger to be outlined in the agreement establishing the Joint Library Board.

The library board of the merged library should represent the entire county, including municipalities with and without libraries. Representation on the board should reflect the population of those communities involved in the actual merger.

It is recommended that the Joint Library Board be affiliated with Dane County for the purpose of personnel and administrative matters. Dane County is the larger unit of government, and would be the primary taxing authority.

9. INTERNAL ORGANIZATION AND STAFF RELATIONSHIPS

Bringing two separate organizations together requires the merging of existing library staffs. This is obviously a sensitive issue, and one which requires serious attention. Fortunately, the county and city both have experience with the merger of existing agencies; therefore, this issue should not be a deterrent to a merger of the Dane County Library Service and the Madison Public Library.

It is the Committee's understanding that since both organizations are represented by the same union, it will be possible to reach an understanding protecting the benefits and other contractual rights of existing employes. The Committee recommends that the compensation and benefits of all existing staff members remain at least at current levels.

It is not the intent of this study to propose an organizational plan which would eliminate current library staff members. It is the intent of the study to propose the most effective use possible of personnel resources. The Committee recommends that no library staff be eliminated as a result of the merger, but that staff responsibilities be changed to effectively implement the recommendations of this study.

The Committee recommends the establishment of two major divisions within the combined library unit at least one of which will have a major responsibility for providing library service outside of the current Main Library, and outside of the City of Madison. There are several possibilities in this regard. One would be the establishment of a Central Services Division which would be responsible for public service and technical service units at the Main Library, and the establishment of an Extension Services Division which would be responsible for bookmobile service, outreach service, branch libraries, and service to community libraries. Another possibility would be a Public Service Division and a Support Service Division. The current head of the Dane County Library Service should have the opportunity to be head of one of these major divisions, and the Assistant Director of the Madison Public Library should have the opportunity to be head of the other.

The Director of the Dane County Library Service and the Assistant Director of the Madison Public Library, with appropriate staff input, should begin immediately to work on a staff transition plan which will show how each current staff member will be treated under the merger. This plan should be presented to the Joint Library Implementation Committee for review. (See Section 12).

10. LIBRARY FACILITIES

The Madison Public Library currently consists of a main library and seven branch libraries. Six of the branch libraries are leased from private agencies. There are sixteen community library buildings, some of which are leased and some of which are owned by the individual municipalities. There is a great need to develop a long range plan for library facilities on a countywide basis, and it is recommended that such a study be undertaken by the county as soon as possible. The support and maintenance of independent library facilities represent a major cost of library service in Dane County. A long range plan which establishes the criteria for establishment and location of facilities would have significant cost and service benefits.

It is recommended that the county assume responsibility for providing and maintaining all library facilities within the direct service area of the combined library unit, and that communities with libraries outside the combined library unit be responsible for providing and maintaining their own facilities.

It is recommended that title to the Main Library of the Madison Public Library be transferred to the county for a token sum, and the Monroe Street Branch Library be leased to the county for a token sum. Leases for other branch libraries would be transferred to the county.

If other communities with libraries become a part of the combined library unit, the issue of ownership or leasing of facilities would be negotiated.

11. COMMUNITY LIBRARY PARTICIPATION

Each existing community library will have the option of participating in the combined library unit on either a federated or consolidated basis. It is recommended that libraries initially participate on a federated basis.

11.1 Federated Basis

A library which participates on a federated basis will remain autonomous with an independent library board, and will participate in countywide library services. Libraries participating on a federated basis would be eligible to receive reimbursement for service to non-residents. They would also benefit on a shared cost basis, from such countywide library services as interlibrary loan, interlibrary delivery, central collections, and reference service from the resource library. Residents of participating communities would also be able to use any other library in the county, including the resource library, without additional charge. A community with a library participating on a federated basis would be expected to provide its own library facility.

In order to participate on a federated basis a community would have to execute an annual contract with the county. The federated basis is the same basis on which community libraries currently participate in the Dane County Library Service.

11.2 Consolidated Basis

A community with a library could elect to participate in the combined library unit on a consolidated basis by becoming a party to the joint library board agreement. In this case the community library would be operated as a branch of the combined library unit. There would not be a separate library board with policymaking power. Financial and personnel administration would be centralized, and library materials would be acquired and processed centrally.

11.3 Communities Without Libraries

The combined library unit will provide library service to all areas of the county without libraries. Based on the result of the long range plan for library facilities a need may be established for additional facilities in or near some communities in these areas. These facilities should be operated by the combined library unit. Communities currently without libraries should be discouraged from establishing new libraries on a federated basis. The county should not enter into an agreement with any community which does so.

12. IMPLEMENTATION

Upon approval of the Final Report by the Joint Library Services Planning Committee, it will be forwarded to the respective library boards for appropriate action. It is anticipated that the Library Board of the Dane County Library Service will transmit the Final Report with additional comments to the Dane County Board of Supervisors, and the Madison Public Library Board will transmit the Final Report with additional comments to the Madison City Council. If the two governing boards approve the concept, work should begin immediately to implement the recommendations of the Final Report.

It is recommended that the two governing bodies together appoint a Joint Library Implementation Committee, which should be made up of representatives of the both boards and both governing bodies. This Committee should work in conjunction with the administrative staffs of the respective agencies involved.

The Joint Library Implementation Committee should be charged with:

1. The development of the specific agreement to be utilized in establishing the Joint Library Board. The agreement will address such matters as composition and appointment of the library board, funding, library facilities, relationship with the respective governing bodies, disposition of endowment funds, and participation by community libraries.

2. The development of final recommendations in regard to all aspects of the merger which must be dealt with prior to the formation of the Joint Library Board.

It is recommended that the basic structural, fiscal, and legal steps necessary to implement the combined library unit be completed by January 1, 1983. It is further recommended that the Joint Library Board be appointed as soon as it is legally possible to do so, but no later than January 1, 1983. Further steps necessary for full implementation of joint services should be undertaken as quickly as possible thereafter. Full implementation should be completed no later than January 1, 1984.

Because of the retirement of the Director of the Madison Public Library, a national search is underway for the person to fill this position. It is recommended that the Dane County Library Board be involved in this search, and that the person selected serve as Director of the combined library unit.

The Director of the Dane County Library Service, the Assistant Director of the Madison Public Library, and the Administrator of the South Central Library System, with appropriate input from staff, should begin planning for implementation immediately. The Dane County Library Service and the Madison Public Library, in addition to developing their own budgets for 1983, should develop a joint budget. It is through this process that the actual financial impact and requirements will be determined.

APPENDICES

APPENDIX A

1981
Statistical Overview of the South Central Library System
and Its Members

I. South Central Library Service

A. Operating Income

Contract Income Columbia Co.	Green County	Sauk County	Other Contract Income	State Aid	Federal Aid	All Other Operating Income	TOTAL OPERATING INCOME
3,000	30,006	58,820	15,302	451,996	48,279	115,263	722,666

and Expenditures

Salaries Wages Benefits	Library Materials	All Other Operating Expenditures	TOTAL OPERATING EXPENDITURES
227,830	27,422	373,087	628,339

B. Collections and Services

The South Central Library System maintains a collection of 14,243 volumes, 33 periodical titles, and 697 non-print items. This collection is used primarily by the bookmobile service which operates in Columbia, Green, and Sauk Counties and for bulk loans to municipal libraries in those counties.

In 1980, the bookmobile service circulated 30,969 items to patrons and borrowed 771 items from other libraries for those patrons.

The South Central Library System staff currently stands at 14.6 full-time equivalents.

II. Columbia County

In 1980 Columbia County appropriated $37,654 for library service. Of this, $34,654 was paid to municipal libraries within the county to support access by rural residents to those libraries. The remaining $3,000 went to the South Central Library System for bulk loan services, and demonstration bookmobile service was begun with a Library Services and Construction Act grant.

Because all direct services to users are performed by other agencies under contract, Columbia Co. maintains no collections and employs no personnel.

III. Dane County

A. Operating Income

Appropriation From County	State Aid Cash Grant From System	TOTAL OPERATING INCOME
923,531	14,500	938,031

and Expenditures

Salaries Wages Benefits	Library Materials	All Other Operating Expenditures	TOTAL OPERATING EXPENDITURES
215,536	51,884	691,273	958,693

B. Collections and Services

The Dane County Library Service maintains a collection of 55,000 volumes, 25 periodical titles, and 7,248 non-print items. The collection is used for the bookmobile service which operates in towns and villages without libraries, the outreach program, and for bulk loans to municipal libraries throughout the county.

In 1980, the Dane County Library Service circulated 61,464 items direct to users and 60,000 items to libraries through the bulk loan program. It lent 98,478 items through interlibrary loan to libraries in the county, while borrowing 70,910 items from other libraries.

Dane County Library Service staff totals 8.5 full-time equivalents.

IV. Green County

The 1980 operating income was $50,747, all from Green County funds. Of this, $19,766 was expended in payments to municipal libraries within the county, $30,006 to South Central Library System for bookmobile and bulk loan service, and $298 for other expenses.

Because all direct services to users are performed by other agencies under contract, Green County maintains no collections or staff.

V. Sauk County

The 1980 county appropriation for library serice was $58,820. Of this, $45,961 was paid to the South Central Library Service for bookmobile and bulk loan service and $12,859 to the Baraboo Public Library for serving as a county resource library for interlibrary loan purposes.

Because all direct services to users are performed by other agencies under contract, Sauk County maintains no collections and employs no personnel.

VI. COMMUNITIES WITH LIBRARIES IN COLUMBIA, DANE, GREEN, AND SAUK COUNTIES

The following charts give basic information about each library in the four-county area. The source for all the information was the Annual Reports filed by each library with the Wisconsin Division for Library Service.

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County: Columbia Community with Library:	1981 OPERATING INCOME									1981 OPERATING EXPENDITURES			
	Appropriation from city/village	from town	from county	Contract income	State aid--system cash grant	Federal aid	Endowments & gifts	All other operating income	TOTAL OPERATING INCOME	Salaries, wages, benefits	Library materials	All other operating expenditures	TOTAL OPERATING EXPENDITURES
Cambria	5,576	-	2,766	-	500	-	294	1,014	10,050	3,914	1,831	2,106	7,851
Columbus	42,742	-	-	4,334	1,000	-	2,050	1,413	51,539	29,579	9,712	8,154	47,445
Lodi	9,532	-	3,377	-	800	-	-	4,711	18,420	9,607	3,340	4,941	17,890
Portage	116,394	-	15,376	5,500	1,600	747	5,582	16,781	161,980	90,089	20,639	15,431	134,158
Poynette	1,920	-	3,431	-	500	-	406	1,253	7,510	3,042	2,645	1,500	7,187
Rio	3,500	-	2,549	-	500	-	865	3,271	10,685	3,795	2,642	2,818	9,255
Wis. Dells	27,463	-	3,046	-	1,000	-	-	-	31,509	16,214	4,300	6,950	27,464
TOTAL	207,127		30,545	9,834	5,900	747	9,197	28,443	291,693	156,241	53,109	32,900	251,250

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County: Columbia Community with Library:		COLLECTION			SERVICES							HOURS		PERSONNEL
	POPULATION	Volumes Owned	Periodicals	Non-Print Items	Direct circulation to users	ILL loaned to other libraries	ILL borrowed from other libraries	Bulk Loans to local organizations	Bulk Loans from other libraries	Reference quest. rec'd from users	Reference quest. rec'd from other libraries	Open per week--winter	Open per week--summer	Full time equivalent
Cambria	680	15,060	25	185	9,106	8	193	-	467	150	0	17.5	17.5	.438
Columbus	4,049	16,838	97	616	33,523	14	1,183	-	300	1,431	2	39	29	2.537
Lodi	1,959	9,261	37	374	17,967	-	488	-	460	537	1	24	22	.975
Portage	7,896	70,127	140	1,[illegible]	87,554	1,232	1,450	-	112	6,390	2,386	60	60	4.7
Poynette	1,447	5,903	22	-	9,611	-	187	-	500	95	-	13.5	13.5	.45
Rio	785	5,731	45	35	8,306	-	143	23	300	595	5	17.5	17.5	.838
Wis. Dells	2,521	14,971	38	331	28,041	-	583	-	415	2,366	3	32	32	.85
TOTAL	19,337	137,891	404	2,608	194,108	1,254	2,777	23	2,554	11,564	2,397	203.5	191.5	10.788

County: Dane Community with Library:	1981 OPERATING INCOME									1981 OPERATING EXPENDITURES			
	Appropriation from city/village	from town	from county	Contract income	State aid--system cash grant	Federal aid	Endowments & gifts	All other operating income	TOTAL OPERATING INCOME	Salaries, wages, benefits	Library materials	All other operating expenditures	TOTAL OPERATING EXPENDITURES
Belleville	10,000	-	-	18,800	800	-	322	5,825	35,747	10,582	12,012	6,338	28,932
Black Earth	8,960	-	-	5,661	800	-	-	60	13,481	5,043	2,008	3,754	10,805
Cambridge	5,940	-	-	14,897	800	2,448	2,000	-	26,085	13,523	3,240	9,225	25,988
Cross Plains	6,848	-	-	17,000	800	-	20	84	24,752	14,833	7,124	2,583	24,540
Deerfield	4,575	-	-	7,156	500	-	-	511	12,742	6,487	2,117	2,868	11,471
DeForest	1,607	5,000	-	23,009	1,000	-	1,306	7,273	39,195	19,034	15,288	12,792	37,114
Madison	2,680,650	-	-	522,531	21,966	2,060	30,937	189,818	3,447,962	2,528,058	429,607	463,888	3,421,553
Marshall	7,000	-	-	14,118	760	-	407	3,432	25,718	10,702	8,014	2,785	21,501
Mazomanie	3,730	-	-	5,079	500	-	50	50	9,409	4,137	2,523	2,182	8,842
Middleton	116,757	-	-	15,203	2,200	-	1,552	4,905	140,615	83,867	24,091	29,324	137,282
Monona	102,010	-	-	13,827	1,600	-	886	2,541	120,864	79,590	15,259	21,356	116,205

County: Dane Community with Library:	1981 OPERATING INCOME									1981 OPERATING EXPENDITURES			
	Appropriation from city/village	from town	from county	Contract income	State aid--system cash grant	Federal aid	Endowments & gifts	All other operating income	TOTAL OPERATING INCOME	Salaries, wages, benefits	Library materials	All other operating expenditures	TOTAL OPERATING EXPENDITURES
Mt. Horeb	19,323	-	-	25,361	1,000	3,257	1,423	517	50,881	34,727	7,579	6,386	48,692
Oregon	23,615	-	-	35,342	1,600	-	894	9,444	70,900	37,476	14,453	10,000	61,929
Stoughton	77,550	-	-	9,502	1,600	-	489	5,334	94,475	62,247	13,187	9,158	84,592
Sun Prairie	126,506	-	-	17,887	2,200	-	7,136	10,564	164,293	101,923	33,408	20,784	156,115
Verona	9,655	-	-	54,039	1,600	-	-	27,129	92,423	58,359	15,241	8,659	82,259
Waunakee	20,695	-	-	21,004	1,000	-	100	6,299	49,098	32,920	3,382	4,982	41,284
Total	3,223,421	5,000	-	820,416	40,726	7,765	47,527	273,784	4,418,640	3,103,508	598,533	617,064	4,319,104

County: Dane Community with Library:	POPULATION	COLLECTION			SERVICES							HOURS		PERSONNEL
		Volumes Owned	Periodicals	Non-Print Items	Direct circulation to users	ILL loaned to other libraries	ILL borrowed from other libraries	Bulk Loans to local organizations	Bulk Loans from other libraries	Reference quest. rec'd from users	Reference quest. rec'd from other libraries	Open per week--winter	Open per week--summer	Full time equivalent
Belleville	1,302	10,192	55	161	19,033	-	831	-	-	410	-	30	30	1.875
Black Earth	1,145	5,612	29	246	13,477	-	950	-	537	335	-	13.5	19.5	.5
Cambridge	844	3,13[illegible]	48	212	12,812	[illegible]	898	-	658	242	-	23	23	1.625
Cross Plains	2,158	8,567	45	525	18,066	-	856	-	214	368	-	31	33	.925
Deerfield	1,466	7,223	25	311	12,475	145	890	-	105	584	42	25	25	.625
DeForest	3,367	12,989	77	184	46,026	20	1,359	20	90	2,934	1	25.5	25.5	2.7
Madison	170,616	559,432	1,573	34,201	2,015,803	28,412	6,155	22,693	-	252,740	-	(Main) 71	71	119
Marshall	2,363	13,389	81	893	13,396	130	256	35	20	500	50	30	30	1.1
Mazomanie	1,248	8,094	26	423	9,495	12	523	-	458	235	-	12	12	.3
Middleton	11,779	37,286	126	1,716	125,635	14	3,503	-	165	9,131	-	58	58	6.65
[illegible]	8,809	29,004	146	1,192	87,469	-	1,529	-	650	6,364	-	60	60	6.0

County: Dane Community with Library:	POPULATION	COLLECTION			SERVICES							HOURS		PERSONNEL
		Volumes Owned	Periodicals	Non-Print Items	Direct circulation to users	ILL loaned to other libraries	ILL borrowed from other libraries	Bulk Loans to local organizations	Bulk Loans from other libraries	Reference quest. rec'd from users	Reference quest. rec'd from other libraries	Open per week--winter	Open per week--summer	Full time equivalent
Mt. Horeb	3,251	14,601	95	596	34,873	56	688	-	596	1,508	15	30	30	2.7
Oregon	3,876	18,306	103	853	70,153	15	523	25	50	1,837	-	46	48	3.375
Stoughton	7,589	18,733	105	1,152	88,178	161	2,927	-	600	1,400	6	52	52	4.3
Sun Prairie	12,931	47,854	202	1,849	188,837	42	2,098	523	360	2,200	-	64	57	8.3
Verona	3,336	27,514	164	2,012	60,343	732	1,219	47	-	2,165	-	71	65	4.0
Waunakee	3,866	17,90[illegible]	47	513	43,758	15	2,136	132	167	4,442	4	40	40	2.85
Total	239,944	839,837	2,947	47,039	2,860,279	29,762	26,891	23,475	4,670	287,395	118	682	679	167.925

County: Green Community with Library:	1981 OPERATING INCOME									1981 OPERATING EXPENDITURES			
	Appropriation from city/village	from town	from county	Contract income	State aid--system cash grant	Federal aid	Endowments & gifts	All other operating income	TOTAL OPERATING INCOME	Salaries, wages, benefits	Library materials	All other operating expenditures	TOTAL OPERATING EXPENDITURES
Albany	1,800	3,700	2,954	-	500	-	2,872	1,056	12,882	5,535	3,851	2,466	11,852
Brodhead	29,900	-	3,795	-	1,000	-	-	-	34,695	15,463	7,382	9,196	32,041
Monroe	144,094	-	7,777	5,500	3,200	-	1,000	2,500	163,071	91,055	42,750	19,640	153,445
Monticello	9,063	-	2,657	-	500	-	-	190	12,410	6,386	2,540	1,638	10,564
New Glarus	9,392	-	2,770	-	800	-	246	520	13,728	6,042	5,638	2,025	13,705
Total	194,249	3,700	19,953	5,500	5,000	-	4,118	4,266	236,786	124,581	62,161	34,965	221,607

County: Green Community with Library:		COLLECTION			SERVICES							HOURS		PERSONNEL
	POPULATION	Volumes Owned	Periodicals	Non-Print Items	Direct circulation to users	ILL loaned to other libraries	ILL borrowed from other libraries	Bulk Loans to local organizations	Bulk Loans from other libraries	Reference quest. rec'd from users	Reference quest. rec'd from other libraries	Open per week--winter	Open per week--summer	Full time equivalent
Albany	1,051	5,551	18	298	9,508	5	736	360	868	192	2	17.5	22.5	.5
Brodhead	3,153	12,280	65	1	28,499	10	263	-	435	1,378	-	28	31	1.375
Monroe	10,027	38,571	176	2,020	114,900	2,703	3,004	1,062	44	9,365	2,157	67	64	5.825
Monticello	1,021	3,925	26	384	7,513	-	521	-	658	146	-	19.5	14	.5
New Glarus	1,763	5,229	20	168	14,455	-	755	-	620	753	-	26	25	.65
Total	17,015	65,556	305	2,871	174,875	2,718	5,279	1,422	2,625	11,834	2,159	158	156.5	8.85

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County: Sauk Community with Library:	1981 OPERATING INCOME									1981 OPERATING EXPENDITURES			
	Appropriation from city/village	from town	from county	Contract income	State aid--system cash grant	Federal aid	Endowments & gifts	All other operating income	TOTAL OPERATING INCOME	Salaries, wages, benefits	Library materials	All other operating expenditures	TOTAL OPERATING EXPENDITURES
Baraboo	108,941	-	12,859	5,500	2,200	4,670	4,408	8,127	146,905	86,256	19,335	32,520	138,111
Lake Delton	4,002	-	-	-	-	-	25	-	4,027	1,952	25	752	2,729
LaValle	954	100	-	-	-	-	165	337	1,556	607	57	504	1,168
North Freedom	2,640	-	-	-	500	-	-	-	3,140	1,810	693	660	3,163
Plain	12,975	-	-	-	500	-	540	1,648	15,663	5,783	2,496	4,357	12,636
Prairie du Sac	29,940	-	-	-	1,000	-	100	2,515	33,555	12,127	2,680	7,157	21,964
Reedsburg	91,682	-	-	-	1,600	-	12,939	5,255	111,476	54,882	18,500	22,100	95,482
Rock Springs	2,076	-	-	-	-	-	-	1,927	4,003	1,227	370	590	2,187
Sauk City	26,960	-	-	-	1,000	-	-	4,000	31,960	15,820	10,105	5,993	31,918
Spring Green	7,139	-	-	-	760	-	-	116	8,015	3,378	3,161	2,073	8,612
Totals	287,309	100	12,859	5,500	7,560	4,670	18,171	24,125	360,300	183,842	57,422	76,706	318,270

Appendix A
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County: Sauk Community with Library:		COLLECTION			SERVICES							HOURS		PERSONNEL
	POPULATION	Volumes Owned	Periodicals	Non-Print Items	Direct circulation to users	ILL loaned to other libraries	ILL borrowed from other libraries	Bulk Loans to local organizations	Bulk Loans from other libraries	Reference quest. rec'd from users	Reference quest. rec'd from other libraries	Open per week--winter	Open per week--summer	Full time equivalent
Baraboo	8,081	34,800	145	2,241	139,236	2,408	1,677	154	137	8,270	4,809	60	61	7.0
Lake Delton	1,158	3,850	-	580	1,366	-	5	-	-	-	-	12	12	.3
LaValle	412	6,737	6	154	2,318	-	-	-	170	12	-	5	5	.125
North Freedom	616	2,635	11	40	4,382	-	60	-	800	40	-	12	12	.3
Plain	676	5,596	60	598	10,079	5	231	-	450	566	5	18	16	1.25
Prairie du Sac	2,145	13,681	68	585	23,118	-	568	-	300	1,672	10	35	35	1.275
Reedsburg	5,038	19,956	123	1,159	64,746	2	1,666	200	48	3,116	10	44	44	3.625
Rock Springs	426	2,371	7	26	2,235	-	24	-	170	8	-	8	8	.2
Sauk City	2,703	16,455	74	576	40,633	50	689	-	50	2,300	25	36.5	29	3.075
Spring Green	1,265	12,000	81	409	15,831	-	980	-	400	250	2	12	12	.4
Totals	22,520	118,081	575	6,368	303,944	2,465	5,900	354	2,525	16,234	4,861	242.5	234	17.55

APPENDIX B

South Central Library System: 1982 Budget by Sub-Program: Expenditures on Behalf of Member Counties

I. Background Information:

The 1982 budget of the South Central Library System is $724,463. Of this sum, $133,543 is paid directly to the system by the various member counties either to purchase direct services for themselves alone, or as a direct pass-through to their local libraries. Of the remaining $590,920, $513,142 represents the state aids paid to the system for 1982, and $77,778 represents carryover from previous years and projected interest on the 1982 state aids. The $590,920 is the amount the system has discretion over to expend on behalf of member counties. The cost breakdowns by county given below are based on measured usage of service in all cases where use by county did not appear to correspond to percentage of population. In all other cases, the breakdown is on the basis of population.

II. South Central Budget: by Sub-Program.

A. Intersystem Contracts: This sub-program pays the Arrowhead System of Rock County for the use of the Edgerton Library by Dane County residents.

Dane	Sauk	Green	Columbia	Total
$ 1,050	0	0	0	$ 1,050

B. Reference and Interlibrary Loan Services and Books in Demand: This sub-program includes payments to our resource libraries for backup services throughout the system area. The sums shown are based on the percent of use of these services by the various counties.

Dane	Sauk	Green	Columbia	Total
$75,106	$12,910	$10,749	$12,935	$111,700

C. Services of Resource Library: This sub-program represents a contract with the Madison Public Library for the services of certain specific staff members and backup consultation for the entire system area.

Dane	Sauk	Green	Columbia	Total
$25,889	$ 3,457	$ 2,483	$ 3,457	$ 35,466

D. Audio Visual Services: This sub-program consists of a contractual payment to the Madison Public Library to purchase films and other audio-visual resources for systemwide use and to hire the staff necessary to maintain these resources.

Dane	Sauk	Green	Columbia	Total
$44,840	$ 6,142	$ 4,300	$ 6,142	$ 61,424

E. Inter-type Library Cooperation: This sub-program consists of a contract with the Madison Area Library Council in order to promote cooperation among all types of libraries throughout the system area.

Dane	Sauk	Green	Columbia	Total
$ 2,920	$ 400	$ 280	$ 400	$ 4,000

F. Aid to Libraries: This sub-program includes direct grants to member libraries.

Dane	Sauk	Green	Columbia	Total
$57,273	$ 9,306	$ 6,095	$ 6,972	$ 79,646

G. Public Information Services: This sub-program includes the cost of printing and other public information services for member libraries.

Dane	Sauk	Green	Columbia	Total
$27,414	$ 3,303	$ 661	$ 1,652	$ 33,030

H. Consultant Services: This sub-program pays for staff consultants whose services are requested by libraries throughout the system area.

Dane	Sauk	Green	Columbia	Total
$41,496	$ 5,685	$ 3,979	$ 5,685	$ 56,845

I. Extension Services: In our overall budget of $724,463, this sub-program includes the $106,884 cost of bookmobile service to three counties. $93,524, however, is paid directly by the counties involved, and only the remaining $13,360 is paid out of system funds. This remaining sum was decreased by $6,000 from the 1981 budget level, and is to be phased out altogether by the end of 1984.

Dane	Sauk	Green	Columbia	Total
0	$13,360	0	0	$ 13,360

J. Sauk County Library Services: This sub-program consists of a pass through of Sauk County money to Sauk County libraries and involves no system funds.

Dane	Sauk	Green	Columbia	Total
0	0	0	0	0

K. Continuing Education and Staff Development: This sub-program includes the funds necessary to educate system and member library staff members concerning new developments in the library field.

Dane	Sauk	Green	Columbia	Total
$ 5,584	$ 765	$ 536	$ 765	$ 7,650

L. Delivery and Materials Control: This sub-program pays for a basic library materials delivery network linking all member libraries.

Dane	Sauk	Green	Columbia	Total
$23,993	$ 3,199	$ 2,239	$ 2,559	$ 31,990

M. In-House Programs: This sub-program includes the provision of films and other sorts of performances to libraries throughout the system area in support of their ongoing programming for the public.

Dane	Sauk	Green	Columbia	Total
$ 9,792	$ 1,342	$ 939	$ 1,342	$ 13,415

N. Administration and Coordination: This sub-program funds system quarters, administrative staff, telephone, postage, fringe benefits, bookkeeping and audit, etc.

Dane	Sauk	Green	Columbia	Total
$75,807	$10,385	$ 7,269	$10,385	$103,846

O. Contingency: This sub-program covers unanticipated costs which may occur during the budget year.

Dane	Sauk	Green	Columbia	Total
$18,613	$ 2,550	$ 1,785	$ 2,550	$ 25,498

P. Capital Improvement and Replacement: This sub-program is for replacement of major items of system property, such as the delivery van.

Dane	Sauk	Green	Columbia	Total
$ 8,760	$ 1,200	$ 840	$ 1,200	$ 12,000

III. Totals and Percentages, by County:

A. System budget expenditure and percentage of expenditure by county from section II, above:

Dane	Sauk	Green	Columbia	Total
$418,537	$74,094	$42,155	$56,134	$590,920
70.82%	12.54%	7.13%	9.50%	100%

B. Breakdown of member counties by population:

Dane	Sauk	Green	Columbia	Total
323,545	43,469	30,012	43,222	440,248
73%	10%	7%	10%	100%

C. Breakdown of member counties by assessed valuation (in millions of dollars):

Dane	Sauk	Green	Columbia	Total
6,729	1,001	821	1,018	9,569
70.32%	10.46%	8.58%	10.64%	100%

(Note: Assessed valuation figures are from the Wisconsin Blue Book, are for 1979, and are valid for comparative purposes only.)

APPENDIX C

DANE COUNTY LIBRARY SERVICE

Comparison of 1982 Library Mill Rates
2/24/82

	A 1982 Est. Library Budg.	B 1982 Est. County Payment	A-B 1982 Local Tax Levy	1981 Equal. Eval.	* 1982 Local Mill Rate
Belleville	22,497.00	3,680.00	18,817.00	27,788,900.00	.6771
Black Earth	9,422.00	1,299.00	8,123.00	19,617,900.00	.4141
Cambridge	13,035.00	3,035.00 (4,000.00 Jeffer.)	6,000.00	16,879,100.00	.3555
Cross Plains	25,641.00	4,143.00	21,498.00	39,805,600.00	.5400
Deerfield	12,827.00	1,815.00	11,012.00	30,846,500.00	.3570
DeForest	39,000.00	4,748.00	34,252.00	75,680,700.00	.4526
Madison	3,336,084.00	453,584.00	2,882,480.00	4,055,635,100.00	.7107
Marshall	23,185.00	3,738.00	19,447.00	30,714,800.00	.6331
Mazomanie	8,870.00	1,398.00	7,472.00	25,228,200.00	.2961
Middleton	152,242.00	22,108.00	130,134.00	318,998,000.00	.4079
Monona	136,873.00	19,885.00	116,988.00	265,977,900.00	.4398
Mount Horeb	51,549.00	8,337.00	43,212.00	84,643,200.00	.5105
Oregon	67,462.00	10,517.00	56,945.00	81,464,000.00	.6990
Stoughton	88,686.00	14,953.00	73,733.00	154,551,600.00	.4771
Sun Prairie	167,921.00	28,307.00	139,614.00	267,578,400.00	.5217
Verona	80,171.00	15,470.00	64,701.00	76,729,300.00	.8432
Waunakee	46,900.00	7,461.00	39,439.00	96,298,000.00	.4095
County Libs.	4,282,365.00	604,488.00	3,689,324.00	5,668,437,200.00	.6473
Co. Lib. Ser.	291,816.00				
Total County	4,574,181.00				

Total Co.
Equal. Eval. 8,378,018.00

County Wide
Tax Levy
(Equalized) .5459**

1982 Total County Library Tax = 908,120.00
1981 Equalized Evaluation
Townships 2,403,530,100.00
Villages without libraries 306,050,700.00
2,709,580,800.00

1982 Library Service Tax Levy .3352***

*Library Mill rates, individual County Libraries, 1982
**Library mill rate, equalized county-wide
***County Library mill rate, 1982

DANE COUNTY LIBRARY SERVICE
SURVEY OF NON-RESIDENT CIRCULATION
October 5-31, 1981

	Total Circulation	Total Circ. To Non-Residents	% of Total Circ to Non-Residents	Circulation to Non-Residents, Dane Only	% of Circ. to Dane Co.	Use of Other Dane Co. Libraries	Net Loaned/Borrowed	Net % Loaned/Borrowed
BELLEVILLE	1282	362	28.24%	248	19.34%	81	167	13.03%
BLACK EARTH	959	153	15.95%	146	15.22%	44	102	10.63%
CAMBRIDGE	960	580	60.42%	303	31.56%	49	254	26.46%
CROSS PLAINS	1481	380	25.66%	380	25.66%	118	262	17.69%
DEERFIELD	734	199	27.11%	188	25.61%	114	74	10.08%
DEFOREST	2701	558	20.66%	349	12.92%	484	(-134)	(-4.96%)
*MADISON	149504	25136	16.81%	23012	15.39%	2104	20908	13.98%
MARSHALL	1139	274	24.06%	274	24.06%	165	109	9.57%
MAZOMANIE	715	292	40.84%	272	38.04%	26	246	34.40%
MIDDLETON	9040	2748	30.40%	2649	29.30%	1043	1606	17.76%
MONONA	6866	1611	23.46%	1592	23.19%	1455	137	1.99%
MOUNT HOREB	2592	862	33.26%	776	29.94%	205	571	22.03%
OREGON	5199	2277	43.80%	2113	40.64%	500	1613	31.02%
STOUGHTON	6855	2266	33.06%	2226	32.47%	347	1879	27.41%
SUN PRAIRIE	14491	3594	24.80%	3524	24.32%	400	3124	21.56%
VERONA	4849	2188	45.12%	2181	44.98%	119	2062	42.52%
WAUNAKEE	3538	1181	33.38%	1180	33.35%	248	932	26.34%
TOTALS	212905	44661	20.98%	41413	19.45%	7502	33911	15.93%

*Madison's weekly figures have been multiplied by four(4)

JOINT LIBRARY SERVICES PLANNING COMMITTEE

ADMINISTRATOR'S SUBCOMMITTEE -- 5/5/82

A MODEL FOR PUBLIC LIBRARY FUNDING BASED ON COUNTY WIDE TAX LEVY

	1 Total 1981 Operating Budget	2 Estimated 1982 Library Budget	3 Equalized Evaluation (1981)	4 County Library tax at .5460	5 Centralized Share of Services*	6 Net % matl. loaned/ borrowed	7 Pay.for Serv. non-residents (4 x 6)	8 Population	9 % of Total Pop.	10 Net County support (4 - 5 + 7)	11 Am't of local tax needed (2 - 10)
BELLEVILLE	25,722	22,497	27,788,900	15,172	2,530	13.03	1,977	1203	.3718	14,619	7,878
BLACK EARTH	8,340	9,422	19,617,900	10,711	2,408	10.63	1,138	1145	.3539	9,441	
CAMBRIDGE	22,863	13,035	16,879,100	9,216	1,650	26.43	2,435	785	.2426	10,001	3,034
CROSS PLAINS	24,540	25,641	39,805,600	21,733	4,534	17.69	3,844	2156	.6663	21,043	4,598
DEERFIELD	10,606	12,827	30,846,500	16,842	3,083	10.08	1,697	1466	.4531	15,456	
DEFOREST	37,113	39,000	75,680,700	41,321	7,081	(4.96)	(2,049)	3367	1.0406	32,191	6,809
MADISON	3,292,160	3,336,084									
DCLS		291,816									
MERGED LIBRARY UNIT		3,627,900	6,765,215,900	3,693,808				254,375	78.6212	3,680,100	
MARSHALL	20,740	23,185	30,714,800	16,770	4,969	9.59	1,608	2363	.7303	13,109	10,076
MAZOMANIE	8,382	8,870	25,228,200	13,774	2,624	34.40	4,738	1248	.3857	15,888	
MIDDLETON	134,548	152,242	318,998,000	174,173	24,774	17.76	30,933	11,779	3.6406	180,332	
MONONA	133,445	136,873	265,977,900	145,223	18,527	1.99	2,890	8809	2.7226	129,586	7,287
MT. HOREB	48,559	51,549	84,643,200	46,215	6,837	22.03	10,181	3251	1.0048	49,559	1,990
OREGON	59,192	67,462	81,464,000	44,479	8,151	31.02	13,797	3876	1.1979	50,125	17,337
STOUGHTON	83,552	88,686	154,551,600	84,385	15,960	27.41	23,130	7589	2.3455	91,555	
SUN PRAIRIE	154,050	167,921	267,578,400	146,097	27,196	21.56	31,498	12,931	3.9966	150,399	17,522
VERONA	82,259	80,171	76,729,300	41,894	7,016	42.52	17,813	3336	1.0311	52,691	27,480
WAUNAKEE	41,292	46,900	96,298,000	52,578	8,131	26.34	13,849	3866	1.1949	58,296	
TOTALS:	4,187,363	4,574,181	8,378,018,000	4,574,391	145,481		159,479	323,545	100%	4,574,391	

*Centralized Services include: interlibrary loan, reference service, interlibrary delivery, central collections, outreach services, administration of centralized services.

APPENDIX F

Sub. 1 to Resolution 429, 1980-81

REALIGNMENT OF COUNTY LIBRARY FUNDING

The consultant, commissioned by the County Board of Supervisors to conduct a tax equity study, identified the County Library System as being the number two priority that needed correcting, to eliminate tax inequities.

At the suggestion of the Office of the County Executive, the Intergovernmental Steering Committee, working with the tax inequity consultant, deferred any further study of libraries under phase two of the contract with the understanding that the County Board would correct library inequities without further work by the consultant.

The Library Reimbursement formula, established in 1967, provided for 12.5% County reimbursement to libraries that exempted themselves from the County Library Tax Levy and 77.5% reimbursement to nonexempt libraries. In 1980, the rate of reimbursement to nonexempt libraries was reduced to 70%.

Currently, there are five libraries who receive the 12.5% reimbursement and are exempt from County tax and there are 12 libraries receiving 70% and are levied their proportionate share of the County Library Tax Levy.

All units of government not having a library, pay the Balance of the Library Tax Levy.

Tax inequity exists for those units of government having a library and receiving 70% reimbursement. In some cases, units of government having a library expend, for library services, a sum much greater than their combined tax levy (local levy plus County levy) and there are some libraries who are taxes in excess of the operating cost of the local library. In addition, there are units of government who pay a disproportionate share of the County Library Tax because they are high assessment areas, and do not receive a proportionate share of library services.

In addition to the tax equity issue, there is an apparent duplication on the administrative functions of the County Library Board and South Central Library Board. These duplications can be eliminated or corrected in one of two ways:

1. Merging the Dane County administrative staff and the South Central administrative staff.

2. Dane County withdrawing from the South Central Library System.

THEREFORE, BE IT RESOLVED, that the County Library Board be requested to consider a revised county contribution to the current 12.5% for a portion of the maintenance and operating expenses for those libraries available countywide and this will be considered in formulating the Fiscal Year 1982 county budget, and the report be made available to the County Board no later than August 6, 1981.

BE IT FINALLY RESOLVED, that the Boards of the South Central Library System, Dane County Library Service and Madison Public Library, working in conjunction with the other community libraries will make a joint recommendation to the County Board on the reorganizations of the functions, relationships and financial roles of the three library agencies no later than the second County Board meeting in December, 1981.

Adopted June 4, 1981

Neal J. Nielsen

FISCAL NOTE: Based upon the 1980 Tax Levy, for the 1981 Budget, the change in the reimbursement formula would have resulted in a reduction of $189,848 of County Tax Levy.

WISCONSIN STATUTES

(thru November 1981)

CHAPTER 43
LIBRARIES

43.001 Definitions
43.03 General duties of state superintendent
43.05 General duties of division
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43.001 DEFINITIONS. In this chapter:

(1) "Division" means the division for library services.

(2) "State superintendent" means the state superintendent of public instruction.

(3) "Public library system" means a system established as either a federated public library system under s.43.19 or a consolidated public library system under s.43.21.

(4) "Municipality" means a city of the 2nd, 3rd or 4th class, village, town, county, tribal government or tribal association or a school district authorized to maintain a public library facility under s.43.52. Notwithstanding its omission under this paragraph, a city of the 1st class may participate in a public library system under s.43.19(3).

(5) "Network" means a formal or informal arrangement between libraries or other informational service organizations whereby materials, information and services are exchanged and made available to potential users.

43.03 GENERAL DUTIES OF STATE SUPERINTENDENT. The state superintendent shall:

(1) Promote, assist and plan the organization, development and improvement of school library media services to provide the resources needed for teaching and learning in the schools.

(2) Promote, assist, plan and coordinate the organization, development and improvement of public library services and public library systems to serve the needs of all citizens in the state.

(3) (a) Plan and coordinate school library media services with other library services and promote interlibrary cooperation and resource sharing between school library media programs and other libraries.

(b) Plan, coordinate, evaluate and set statewide priorities for the development of networks and intertype library cooperation among libraries in the state and by the libraries in the state with libraries and resource providers in other states, and promote interlibrary cooperation and resource sharing between local governments, public libraries and other libraries.

(c) Coordinate and promote the development of regional organizations for interlibrary cooperation and resource sharing among all types of libraries.

(d) Submit to the council on library and network development an annual report which describes the programs and policies carried out under pars. (a) to (c) in the preceding year and the programs and policies to be carried out under pars. (a) to (c) in the succeeding year.

(4) Plan and coordinate the provision of library services to groups with special needs, including institutional residents, the physically and mentally handicapped, the socially and economically disadvantaged and racial and ethnic minorities.

(5) Accept, on behalf of the state, grants from the federal government or any federal agency or gifts or grants from any other source to be used for the purposes designated under this chapter.

(6) Enter into an annual contract with the public library in a 1st class city for the provision of library services to physically handicapped persons, including the blind and visually handicapped, certified by competent authority as unable to read or use conventional printed materials as a result of physical limitations. For the purpose of this subsection, "competent authority" means any member of the medical or allied professions, and professional persons in the fields of public health, education, library service, rehabilitation, social work and public welfare.

(7) Contract for service with libraries and other resource providers in and outside of this state to serve as resources of specialized library materials and information not available in public libraries or the reference and loan library.

(8) Establish procedures necessary for the internal administrative operation of the division.

43.05 GENERAL DUTIES OF THE DIVISION. The division shall:

(1) Coordinate and conduct continuing education programs for librarians of school library media programs, public libraries, public library systems and institutional library programs.

(2) Assist, as deemed appropriate by the division, in the recruitment of personnel for school library media programs, public libraries and public library systems.

(3) Provide professional and technical advisory, consulting and informational services to assist:

(a) School districts establishing, maintaining or expanding school library media programs and facilities;

(b) Public libraries and communities establishing, maintaining or expanding public libraries, public library systems and regional resource centers and their governing bodies;

(c) State agencies and officers, and;

(d) Institutional library programs.

(4) Collect library statistics and conduct studies and surveys of library needs throughout the state and report and publish the findings. The research shall be coordinated with statewide library planning.

(5) Ascertain which libraries in this state can suitably care for and advantageously use copies of the public documents printed at the expense of the state,

including printing under ss. 35.28 and 35.29. The division shall designate the selected libraries as depositories of state documents and shall furnish lists of the depositories to the department of administration, to govern the distribution under s.35.85 (2)(b). All libraries designated as depositories for federal documents shall automatically be designated as depositories for state documents. The lists shall show, for each depository library, the number of copies of each printed document it is to receive.

(6) Recommend and distribute standards for school library programs and facilities to school library media programs, standards for public libraries to public library governing bodies and standards for institutional library programs to governing bodies and administrators of institutional library programs and to heads of departments, as defined under s.15.01(3), which administer institutional libraries.

(7) Establish standards for public library systems under s.43.09(2).

(8) Establish standards for and issue certificates to public librarians under s.43.09(1).

(9) Approve the establishment of public library systems under s.43.13.

(10) Administer aids to public library systems under s.43.24.

(11) Maintain a library to supplement the collections of public libraries, public library systems, regional resource centers and other types of libraries with specialized materials and information sources that are not appropriately held by such libraries, systems or centers and are not readily available from other resource providers, and to provide library lending services to state government.

(12) Assist the council on library and network development in the preparation of the descriptive and statistical report to be prepared by the council under s.43.07(3).

(13) Carry out such other programs and policies as directed by the state superintendent.

43.07 COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT. The state superintendent and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The state superintendent or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

(1) Make recommendations to the division in regard to the development of standards for the certification of public librarians and standards to public library systems under s.43.09.

(2) Advise the state superintendent in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

(3) Advise the state superintendent in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

(4) Hold an annual meeting for the purpose of discussing the report submitted by the state superintendent under s.43.03(3)(d). Notice of the annual meeting shall be sent to appropriate libraries and audiovisual and informational services and library and audiovisual and informational service organizations. After the meeting, the council shall make recommendations to the state superintendent regarding the report.

(5) On or before July 1, 1980, and every 2nd year thereafter, transmit to the state superintendent a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. On or before September 1, 1980, and every 2nd year thereafter, the state superintendent shall transmit the report and recommendations to the governor and the legislature.

(6) Review that portion of the budget of the department of public instruction relating to library service. Recommendations of the council in regard to the budget shall be transmitted to the department at least 21 days before the department submits its budget request to the governor, and shall accompany the department's budget request to the governor.

(7) Receive complaints, suggestions and inquiries regarding the programs and policies of the department of public instruction relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the state superintendent and the division on any action to be taken.

43.09 CERTIFICATES AND STANDARDS. (1) PUBLIC LIBRARIANS. The division shall issue certificates to public librarians and promulgate, under ch. 227, necessary standards for public librarians. The qualifications for public librarians shall be based on education, professional training and experience. Certificates already granted prior to December 17, 1971, shall remain in effect.

(2) PUBLIC LIBRARY SYSTEMS. (a) The division, by rule, shall promulgate necessary standards for public library systems. Such rules shall be consistent with s.43.15 and shall be established in accordance with ch. 227, except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s.227.021, the division shall endeavor to notify each public library of such public hearings. Standards for public library systems shall be based on the population served, adequacy of the buildings and physical facilities, the qualifications and number of personnel, book resources and other library materials, financial support and such other standards as the division finds necessary to ensure adequate library service.

(b) The division may provisionally approve, based on lesser standards than those set under par. (a), a newly established public library system for not more than 5 years. To be eligible for provisional approval, a system shall have a plan approved by the division which provides for compliance with the standards under par. (a) at the end of the period of provisional approval.

43.11 COUNTY LIBRARY PLANNING COMMITTEES. (1) CREATION. Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing library board, determines to appoint a committee under this section, the existing library board shall serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

(2) ORGANIZATION. (a) The county library planning committee shall be composed of not less than 7 nor more than 15 members. The residence of members shall reflect the population distribution within the county. The membership shall include representatives of existing public libraries in the county. One member only shall be a member of the county board. Appointments shall be for 3 years or until the committee's final report is accepted by the county board and the division, whichever occurs first.

(b) Annually, the committee shall select a chairman, vice chairman and secretary from its membership. The committee shall meet at least once every 3 months and more often on the call of the chairman or a majority of its members.

(c) No compensation may be paid to the members of any committee for their services but they shall be reimbursed for their actual and necessary expenses incurred in performing committee duties. The committee also may incur expenses related to the preparation of reports and the utilization of special consultants. Expenses under this paragraph shall be reimbursed from the planning grant under s.43.23. (1)

(3) DUTIES. (a) The committee shall investigate the potential of a public library system in the county and adjacent counties, and prepare a plan for the organization of a county or multicounty system. It shall conduct public hearings to which representatives of all libraries in the county shall be invited and shall cooperate with similar committees of adjoining counties for the purpose of planning multicounty

public library systems.

(b) The committee's final report, including a plan for initial and long-range services and copies of any written agreements necessary to implement the proposed system, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among library representatives and public members.

(4) DISSOLUTION. The committee shall be dissolved either after 3 years or when its final report has been accepted both by the division and the county board, whichever occurs first.

43.13 DIVISION REVIEW. (1) (a) No public library system may be established without the approval of the division. In reviewing final reports submitted by county library planning committees, the division shall consider, in addition to the standards set forth in s.43.15, the proposed system territory, organization and financing, initial and long-range plans for library services, the role of existing multi-jurisdictional services programs in the territory and plans for cooperation with adjoining systems and with other kinds of libraries in the territory.

(b) If the division approves a final report, it shall report such approval to the appropriate county boards and county library planning committees. Upon acceptance by the county boards, the division shall certify to the appropriate county boards the establishment of the public library system proposed by the report, specifying the effective date of the establishment of the system.

(2) A public library system board may submit to the division a plan for the alteration in the territory included within the system or for a change in system organization from a federated to a consolidated system or vice versa. If the change proposed by the plan is approved, the division shall certify such fact to the system board, specifying the effective date of the change.

(3) The effective date of the establishment of a system under sub. (1) or of a change under sub (2) shall be January 1 of the year specified by the division, except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972.

(4) Any decision by the division under this section may be appealed to the state superintendent.

43.15 STANDARDS FOR PUBLIC LIBRARY SYSTEMS. A public library system shall not be established unless it meets the requirements under this section.

(1) POPULATION. The territory within the system shall:

(a) Contain at least one public library established under s.43.52 in a city which, at the time of the system's establishment, has a population of more than 30,000. Any contractual arrangement existing on December 17, 1971, among a number of units of government whose territory consists of at least 3,500 square miles, and under which a multi-jurisdictional library service program is operated, which meets the requirements of this section other than the requirement for a city having a population of 30,000 or more shall be deemed to meet such requirement if it provides in the system plan for access by contract to the resources and services of a public library in a city having a population of 30,000 or more which is participating in a system.

(b) Have, at the time of its establishment, a population of 85,000 or more. Temporary certification shall be given to those systems which the 1970 census shows to have a population of at least 80,000. After January 1, 1981, no new system may be established, nor may a system be continued under temporary certification, containing territory having a total population of less than 85,000.

(2) FINANCIAL SUPPORT. Each county proposed to be included within a system shall demonstrate, to the satisfaction of the division, its ability to comply with s.43.24(2).

(3) TERRITORY INCLUDED. (a) A consolidated system shall consist of one county only. A federated system shall consist of one or more counties.

(b) No more than one system may be established within a single county. If territory of a city or village lies in 2 or more counties which are not in the same public library system, the municipal library board or, if no such board exists, the municipal governing body shall determine the system in which the city or village will participate.

(4) METHOD OF ORGANIZATION. The system shall have a designated headquarters library and be organized as either of the following:

(a) A federated system in which the governing body of each included county, and those of its underlying cities, villages and towns as have public libraries and are participating in the system, enter into written agreements for library services to be provided by the designated headquarters library or other system participants, except as provided in s.43.64(2). The written agreements shall provide for each included county to furnish library service to residents of those cities, villages and towns not maintaining a public library. A single-county public library system, whether federated or consolidated, may become part of a multicounty federated system by written agreement of the county board.

(b) A consolidated system in which the included county and its underlying cities, villages and towns form a single library system, except as provided in s.43.64(2). The county may for such purpose take over and acquire any library property by the consent of the authority controlling that property.

43.17 PUBLIC LIBRARY SYSTEMS; GENERAL PROVISIONS.

(1) BOARD TERMS. Every public library system shall be governed by a board appointed under s.43.19 or 43.21 upon the initial establishment of a board, the members shall be divided as nearly as possible into 3 equal groups to serve for terms expiring on January 1 of the 2nd, 3rd and 4th years, respectively, following their appointment. Thereafter, regular terms shall be for 3 years and shall commence on January 1. Vacancies shall be filled for the unexpired term in the same manner as regular appointments are made.

(2) BOARD ORGANIZATION. As soon as practicable after the initial establishment of a system, and thereafter in January of each year, the board shall organize by the election, from among its members, of a president and such other officers as it deems necessary.

(3) FISCAL YEAR. The fiscal year of each federated public library system whose territory lies within 2 or more counties shall be the calendar year.

(4) SYSTEM ADMINISTRATION. Responsibility for administration of a public library system shall vest in a head librarian who shall be appointed by and directly responsible to the public library system board.

(5) ANNUAL REPORT. Annually, at the time required by the division, each public library system shall report to the division on its operations, expenditures and territory served during the preceding year, shall submit a plan describing the program for library service to be carried out in the subsequent year and shall furnish such other information as the division requires.

(6) COOPERATIVE SERVICES. A public library system may contract with another such system or with other libraries or resource centers to provide and receive library services.

(7) EXISTING EMPLOYEES. No person employed by a participating public library at the time of the establishment of a public library system shall lose, because of such establishment, any salary, fringe benefit or other employment rights in existence at that time.

(8) RETIREMENT. If any employee of a participating employer under the Wisconsin retirement system becomes, by virtue of the establishment of a public library system, an employee of that library system, the library system shall become a participating employer under the Wisconsin retirement system. (2)

(9) CONTRACTS AND BIDDING. All contracts for public construction, the estimated cost of which exceeds $1,000, made by a federated public library system whose territory lies within 2 or more counties shall be let by the public library system board to the lowest responsible bidder in accordance with s.62.15(1) to (11) and (14). For purposes of this section, the system

board possesses the powers conferred by s.62.15 on the board of public works and the common council. All contracts made under this section shall be made in the name of the federated public library system and shall be executed by the system board president and such other board officer as the system board designates.

43.18 WITHDRAWAL AND ABOLITION. (1) WITHDRAWAL. Not less than 3 years after affiliating with a public library system, a municipality may withdraw from the system by adoption of a resolution by a two-thirds vote of its governing body under pars. (a) and (b), if the resolution is adopted at least 6 months prior to the close of the system's fiscal year. The resolution shall become effective at the close of the system's fiscal year.

(a) With the approval of the governing body of each participating city, village and town in the county, a county may withdraw from a federated public library system whose territory lies within 2 or more counties.

(b) A participating city, village or town may withdraw from a federated public library system.

(2) ABOLITION. A county may abolish a public library system whose territory lies only within that county.

(3) PROCEDURE. (a) Prior to taking any action under this section, the municipal governing body shall hold a public hearing on the proposed action and shall publish a class 1 notice, under ch. 985, of the hearing. Notice of the hearing also shall be given by registered mail not less than one week prior to the hearing to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

(b) A municipality withdrawing under this section from a public library system shall be responsible for its allocated share of the outstanding liabilities of the system on the effective date of its withdrawal.

(c) Upon taking final action under this section to withdraw from or abolish a public library system, a municipal governing body forthwith shall give notice, by registered mail, of the action taken to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

43.19 FEDERATED PUBLIC LIBRARY SYSTEMS. (1) (a) In a federated public library system whose territory lies within a single county, the system board shall consist of 7 members appointed by the county board. At least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the headquarters library. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(b) In a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 15 and not more than 20 members appointed by the county boards, acting jointly. Appointments shall be in proportion to population as nearly as practical, but each county shall be represented by at least one member of the system board. Each county board may appoint one county board member to the system board, but if there are more than 5 counties, the total number of county board members shall not exceed 5 and county board representation shall be on a rotating basis. The library board governing the designated headquarters library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and public members appointed from the counties at large as the county board determines.

(2) (a) A federated public library system whose territory lies within a single county shall be deemed an agency of the county. A federated public library system whose territory lies within 2 or more counties shall be deemed a joint agency of those counties, but constitutes a separate legal entity for the following purposes: to have the exclusive custody and control of all system funds; to hold title to and dispose of property; to construct, enlarge and improve buildings; to make contracts; and to sue and be sued.

(b) A federated public library system board shall have the powers of a library board under ss.43.58 to 43.62 with respect to system-wide functions and services. The local library boards shall retain responsibility for their public libraries in all other areas.

(3) Any county having a population of 500,000 or more and operating a library service program under s.43.57 shall be paid state aid under s.43.24 as if it were a federated public library system, if the library boards of the participating municipalities, acting jointly, file a plan describing the service program and proposed use and distribution of the state aid the program is expected to receive with the division and receive the division's approval. Such a program shall meet the standards promulgated under s.43.09(2) and is subject to s.43.17(5).

43.21 CONSOLIDATED PUBLIC LIBRARY SYSTEMS. (1) In a consolidated public library system, the system board shall consist of 7 members appointed by the county board. In the initial appointment of a system board, at least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries consolidated into the system. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(2) (a) A consolidated public library system shall be deemed an agency of the county by which created.

(b) A consolidated public library system board shall have the powers of a library board under ss 43.58 to 43.62 and shall be responsible for the total program of public library service for the system territory.

(3) If it is consistent with the terms thereof, a gift bequest, devise or endowment to a public library becoming part of a consolidated public library system may be taken over by the system board for general use of the system; otherwise, the system board shall maintain it for the benefit of the library to which given.

43.23 PLANNING GRANTS. Upon its creation, a county library planning committee becomes eligible for a planning grant to reimburse it for expenses specified under s.43.11(2)(c). Expenses shall be fully reimbursed except that a planning grant may not exceed $2,000. The division shall establish procedures for reviewing applications for payments under the grant. If, upon receipt of an application for payment from a committee, the division is satisfied that the committee expenses are those properly covered under s.43.11(2)(c), it shall certify the full approved amount to the department of administration which shall pay such amount to the county for payment to the committee from the appropriation under s.20.255(3)(c). (3)

43.24 STATE AID. (1) Each public library system shall be paid state aid for the operation and maintenance of the system. The amount paid to each system shall be determined as follows:

(a) The total of the following shall be calculated for each system:

1. For each person residing in territory within the system, 50 cents.

2. For each square mile of territory within a system, $6 in a single-county system, $9 in a 2-county system, $12 in a 3-county system, $15 in a 4-county system and $18 in a system containing 5 or more counties.

3. An amount equal to 7% of the total operating expenditures for public library services in territory within the system from local and county sources in the calendar year immediately preceding the year for which aids are to be paid.

(b) The total amount for each system, determined under par. (a), shall be divided by the total amount, determined under par. (a), for all systems in the state.

(c) The ratio determined under par. (b) shall be multiplied by an amount equal to 11.25% of the total operating expenditures for public library services, in territories within all systems in the state, from local and county sources in the calendar year immediately preceding the calendar year for which aids are to be paid. The amount determined under this paragraph shall

50

be the amount of aid paid to each system.

(2) (a) For a public library system to qualify for state aid under this section, the division shall find that a) the municipalities having territory within the system provided financial or other equivalent support for public library service during the preceding year in an amount which, when added to the state aid for which the system will be eligible, is adequate for the support and maintenance of public library service in the area in accordance with standards set under s.43.09(2); and b) such support was at a level not lower than the average of the previous 3 years.

(b) For a public library system to maintain its eligibility for state aid under this section it must meet the service criteria specified under pars. (c) to (g).

(c) Each system shall provide the following services during the first year of operation:

1. Interloan of library materials among all participating libraries.

2. Reference and reference referral services from the headquarters library.

(d) Each system shall provide the following services by the end of the 2nd year of operation:

1. Complete library service as provided at the headquarters library or at the resource library if different from the headquarters library to any resident of the system on the same terms as the service is available to residents of the headquarters community.

2. The honoring of valid borrowers' cards of all public libraries in the system by all public libraries in the system.

(e) Each system shall provide the following services by the end of the 3rd year of operation:

1. In-service training for library personnel within the system.

2. Rapid and regular delivery and communication systems.

3. Service agreements with all adjacent library systems.

4. Professional consultant services to system libraries.

(f) A public library system shall by the end of the 3rd year of its operation develop agreements with other types of libraries in the system area, providing for appropriate sharing of library resources to benefit the clientele of all libraries.

(g) Each system shall engage in continuous planning with the division and with libraries in the system area in regard to developing the library materials collection to meet the service needs providing service to isolated, disadvantaged and handicapped residents, and furthering cooperative activities among all types of libraries in the system area.

(h) A public library system may regain its eligibility when it complies with pars. (c) to (g).

(3) Annually, the division shall review the reports and proposed service plans submitted by the public library systems under s.43.17(5) for conformity with this chapter and such rules and standards as are applicable. Upon approval, the division shall certify to the department of administration an estimated amount to which each system is entitled under this section. Annually on or before December 1 of the year immediately preceding the year for which aids are to be paid, the department of administration shall pay each system 75% of the certified estimated amount from the appropriation under s.20.255(3)(d). The division shall, on or before the following April 30, certify to the department of administration the actual amount to which the system is entitled under this section. On or before July 1, the department of administration shall pay each system the difference between the amount paid on December 1 of the prior year and the certified actual amount of aid to which the system is entitled from the appropriation under s.20.255(3)(d). The division may reduce state aid payments when any system or any participant thereof fails to meet the requirements of sub. (2).

(4) The division shall assure through an annual audit and adjustment of aids, as necessary, that no more than 20% of the funds received by systems are used for administrative purposes.

(5) Any interest earned from investment of state aid paid to each public library system under (3) shall be allocated to the library system receiving the aid payments.

43.27 DISTRIBUTION OF MATERIALS FROM REFERENCE AND LOAN LIBRARY COLLECTION TO PUBLIC LIBRARY SYSTEMS. The division for library services may disperse to public library systems, without charge, materials from the collection of the reference and loan library that the division determines are not appropriately held in the collection of the reference and loan library.

43.52 MUNICIPAL LIBRARIES. (1) Any municipality may establish, equip and maintain a public library and may annually levy a tax or appropriate money to provide a library fund, to be used exclusively to maintain the public library; and may enact and enforce police regulations to govern the use, management and preservation thereof. After December 17, 1971, any municipality desiring to establish a new public library shall obtain a written opinion by the division regarding the feasibility and desirability of establishing the public library before final action is taken. The division shall render its opinion within 30 days of the time the request is received.

(2) Every public library shall be free for the use of the inhabitants of the municipality by which it is established and maintained, subject to such reasonable regulations as the library board prescribes in order to render its use most beneficial to the greatest number. The library board may exclude from the use of the public library all persons who willfully violate such regulations.

(3) Any school district which maintained and operated a public library facility prior to December 17, 1971, shall be considered a municipality for the purposes of this chapter.

43.54 MUNICIPAL LIBRARY BOARD COMPOSITION. (1) (a) Each public library established under s.43.52 shall be administered by a library board composed in each city of the 2nd or 3rd class of 9 members, in each city of the 4th class or county of 7 members and in each village or town of 5 members. Members shall be residents of the municipality, except that not more than 2 members may be residents of towns adjacent to the municipality. Members shall be appointed by the mayor, county board chairman, village president or town chairman, respectively, with the approval of the municipal governing body. In schooldistricts authorized to maintain public library facilities under s.43.52, the library board shall be composed of 7 members appointed by the school board chairperson with the approval of the school board.

(b) Upon their first appointment, the members shall be divided as follows: the 9-member board into 3 equal classes, to serve 1, 2 and 3 years respectively; the 7-member board into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year; the 5-member board into 3 classes, 2 to serve for 3 years, 2 to serve for 2 years and one to serve for one year, from July 1 in the year of their appointment in the case of cities, towns and villages and from January 1 following their appointment in the case of counties. Thereafter, each regular appointment shall be for a term of 3 years.

(c) The appointing authority shall appoint as one of the members a school district administrator, or his representative, to represent the public school district or districts in which the public library is located. Not more than one member of the municipal governing body shall at any one time be a member of the library board.

(d) No compensation shall be paid to the members of a library board for their services, but they may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.

(e) A majority of the membership of a library board constitutes a quorum, but any such board may, by regulation, provide that 3 or more members thereof shall constitute a quorum.

(2) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the time designated in this section for the beginning

of terms, the members of the library board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(3) In any city of the 2nd or 3rd class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board to 7. Thereupon, whenever a term expires or a vacancy occurs, no appointments shall be made until the number of such members has been so reduced, whereupon the remaining members shall be by lot divided by the common council into 3 classes. 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year, respectively, from the date of such completed reduction, and thereafter each regular appointment shall be for a term of 3 years, from the succeeding July 1.

43.56 JOINT LIBRARY BOARDS. Joint library boards may be created by any 2 or more municipalities by appropriate agreement of their governing bodies. When so created, such a joint board shall have all of the powers provided by s.43.58 and other statutes relating to library boards for the purpose of operating the public libraries of the participating units of government. Without limitation because of enumeration, the agreements relating to the creation of joint library boards may cover subjects such as membership and length of terms of office of board members, and all other appropriate matters pertaining to the creation and operation of such a joint board.

43.57 COUNTY SYSTEM OF LIBRARIES. (1) (a) The county board of any county having a population of 150,000 or more may, pursuant to ss.43.52 to 43.64, establish and maintain a public library system for the county, and may for such purpose adopt, take over and acquire any libraries already established, by consent of the authorities controlling those libraries.

(b) The county board of any county having a population of 500,000 or more many, by contract with any municipality within the county, extend the jurisdiction of any existing library board therein and provide for the maintenance of a county system of libraries by that municipality.

(2) The clerk of each such county shall submit to the county board, at each annual November meeting, a report covering the preceding fiscal year showing in detail the amount and proportion of the money expended by the county pursuant to sub. (1) in each village and city. The county board shall thereupon determine the proportionate amount to be raised and paid by each such municipality to reimburse the county for the amount so advanced. Within 10 days after such determination, the county clerk shall charge to each municipality and certify to its clerk the amounts due. Each municipality shall levy a tax sufficient to meet such charge and shall pay over to the county the amounts so certified in accordance with this subsection. The tax shall be deemed a county special tax for tax settlement purposes, but the city or village shall pay over to the county on or before March 22 in each year in cash the percentage of such tax actually collected. The percentage shall be determined by applying the ratio of collection of the entire tax roll of the city or village, excepting special assessments and taxes levied pursuant to s.59.96, to the amount of the county special tax. If any city or village fails to so raise and pay over such money to the county, the county board may compel such payment.

43.58 POWERS AND DUTIES. (1) The library board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes.

(2) The library board shall audit and approve all vouchers for the expenditures of the public library and forward such vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the municipal clerk or, in the case of a school district acting under s.43.52, the school board clerk, with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal or school board clerk shall thereupon draw an order upon the treasurer, and the same shall be paid as other municipal orders are paid as provided by s.66.042 or where appropriate, s.120.54.

(3) Any person having a claim or demand against the municipality growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring an action against the municipality in the same manner that an action may be brought after the disallowance of a claim by the common council of a city under the general charter.

(4) The library board may appoint a librarian and such other assistants and employes as it deems necessary, and prescribe their duties and compensation.

(5) The library board may employ competent persons to deliver lectures upon scientific, literary, historical or educational subjects; and may cooperate with the university of Wisconsin system, vocational, technical and adult education schools, the historical society, the department of public instruction, cooperative educational service agencies, school board or other educational institutions to secure such lectures or to foster and encourage by other means the wider use of books and other resource, reference and educational materials upon scientific, historical, economic, literary, educational and other useful subjects.

(6) (a) Within 30 days after the conclusion of the fiscal year of the municipality in which the public library is located, the library board shall make a report to the division and to its municipal governing body. The report shall state the condition of the library board's trust and the various sums of money received for the use of the public library during the year, specifying separately the amounts received from appropriations, from the income of trust funds, from rentals and other revenues of the public library and from other sources. The report shall state separately the condition of the permanent trust funds in the library board's control, shall state in detail the disbursements on account of the public library during that fiscal year and shall contain an estimate of the needs of the public library for the next succeeding fiscal year.

(b) The report to the division shall include data concerning library materials, facilities, personnel, operations and such other information as the division requests.

43.60 LIBRARY EXTENSION AND INTERCHANGE. (1) The library board of any municipality may, by contract or upon such conditions and regulations as it prescribes, extend the use of the public library to nonresidents of the municipality, or exchange books either permanently or temporarily with any other library.

(2) The library board of any municipality may, by agreement with any other municipality, provide for the loaning of books from its public library, singly or in traveling libraries, to the residents of the other municipality. The other municipality may levy a tax and appropriate money annually to meet its obligation under the agreement.

(3) Whenever the annual sum appropriated by the other municipality pursuant to sub. (2) equals or exceeds one-sixth of the net annual income of the public library during the preceding fiscal year, the mayor, village president or town or county chairman of the other municipality, with the approval of the governing body thereof, shall appoint from among the residents of the municipality an additional member of the library board of the public library and, when such sum equals or exceeds one-third of the net annual income, 2 additional members, for a term of 3 years from the July 1 next succeeding such appointment, and thereafter for terms of 3 years. Whenever the appropriation made is less than the one-third specified, the office of one such additional

member of the board and, if less than the one-sixth specified, the office of both shall be vacant from the July 1 next thereafter.

43.62 ACQUISITION OF PROPERTY. (1) Any municipality may purchase or acquire one or more sites, erect one or more buildings and equip the same for a public library or any library already established; or may adopt, take over and acquire any library already established, by consent of the authorities controlling the same.

(2) All persons wishing to make donations of property for the benefit of a public library may vest the title thereto in the library board, to be held and controlled by the board, when accepted, according to the terms of the deed of gift, devise or bequest. As to such property the board shall be deemed special trustees.

(3) (a) If a gift, bequest, devise or endowment is made to any public library, the library board thereof may pay or transfer the gift, bequest, devise or endowment, or the proceeds thereof, to the treasurer of the municipality in which the public library is situated, may entrust any funds therefrom to a public depository under ch. 34 or may pay or transfer such gift, bequest, devise or endowment to any member of the library board to be selected by the library board and thereafter to be known as financial secretary. The financial secretary shall hold his office only during his membership on the library board and shall be elected annually at the same time and in the same manner as the other officers of the library board.

(b) If any such treasurer or financial secetary holds any property belonging to the public library, the library board shall require a bond from the treasurer or financial secretary to the library board in such sum, not less than double the amount of such property so held by him, and with such sureties as the library board requires. The bond shall be conditioned in substantially the same form as the ordinary bond required from the treasurer of the municipality, with the necessary changes.

(c) The treasurer or financial secretary shall make an annual report to the library board showing in detail the amount, investment, income and disbursements from the trust funds in his charge. Such report shall also be appended to the annual report of the library board under s.43.58(6). The treasurer or financial secretary shall also send a copy of each annual report to the commissioner of banking.

(4) Any county may receive, by devise, bequest or gift, property for the purpose of establishing a public library for the county and may enter into an agreement to maintain a public library in consideration thereof, and shall be bound to faithfully perform such agreement. In such case the library board may properly administer the same.

(5) (a) In the case of a gift for a library building, the library board of the municipality shall have the exclusive right to select and contract for the purchase of a site therefor, at a cost not to exceed one-third of the gift. The library board shall report forthwith to the municipal governing body the amount required to pay for such site, and the municipal governing body shall thereupon by resolution include such sum in the next succeeding annual tax levy or provide for an issue of bonds in the required amount.

(b) Whenever the library board certifies to the municipal governing body that it is unable to acquire the site selected for a just and reasonable price and that a just and reasonable price for the site selected does not exceed the amount which may be legally expended therefor, the municipal governing body shall proceed to acquire such site by condemnation. If the compensation awarded in the condemnation proceedings exceeds one-third of the gift, the proceedings shall be valid if, within 60 days after the final award, the excess is provided for by private donation or otherwise. If the excess is not so provided for, the proceedings shall, upon motion, be dismissed with costs.

43.64 COUNTY TAX. (1) The county board of a county expending money for public library service for its inhabitants may levy a tax to provide funds for such service and shall include any amount of tax under this subsection in the amount of taxes determined to be levied under s.70.62(1).

(2) Any city, town, village or school district in a county levying a tax for a county library under sub. (1) shall, upon written application to the county board of the county, be exempted from the tax levy, if the city, town, village or school district making the application expends for a library fund during the year for which the tax levy is made a sum at least equal to the sum which it would have to pay toward the county tax levy. For the purposes of this subsection, "library fund" means the funds raised by the city, town, village or school district by tax levy or appropriation under s. 43.52 (1) or the funds expended by the city, town, village or school district under an agreement with another municipality under s. 43.60 (2).

43.70 COMMON SCHOOL FUND. (1) No later than October 15 of each year, each school district administrator shall certify to the state superintendent, on forms provided by the state superintendent, a report of the total number of children between the ages of 4 and 20 years residing in his school district on the preceding June 30.

(2) Annually, within 40 days after December 1, the state superintendent shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1).

(3) Immediately upon making such apportionment, the state superintendent shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance with rules prescribed by the state superintendent. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the state superintendent.

43.72 LIBRARY EXCHANGES. (1) School library books and other instructional material belonging to one school district may be loaned by the school board of the district to the school board of another district for use in the school library of that school district, in consideration of school library books and other instructional material similarly loaned in exchange therefor.

(2) Any public library board and the school board of any school district in which a public library is maintained may make such exchanges and loans of books and other instructional material as are agreed upon by such boards for the purpose of increasing the efficiency of both libraries and insuring the best service to the schools and all citizens.

Appendix H

★ Dane County Public Libraries